

2012

# City of Rockland Maine 2002 Comprehensive Plan; As Amended 12/14/2011 and 03/14/2012

Rockland Comprehensive Planning Committee

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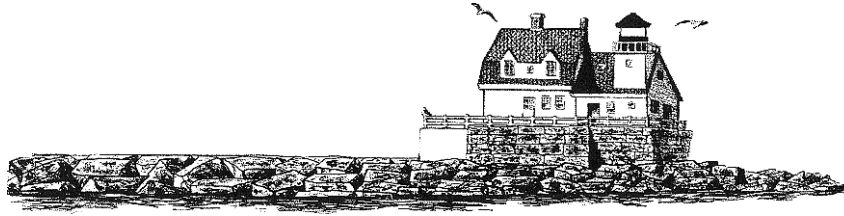
# City of Rockland



## 2002 Comprehensive Plan

**Compiled and formatted by:  
The Rockland Comprehensive Planning Committee  
with  
The Mid-Coast Regional Planning Commission**

**AS AMENDED 12/14/2011 & 03/14/2012**



## **ACKNOWLEDGMENTS**

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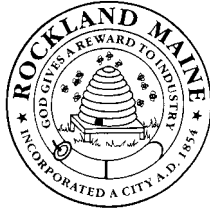
**City of Rockland  
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# **Rockland Comprehensive Plan**

## **Executive Summary**

### **Introduction**

The City of Rockland is submitting this document as the 2002 Comprehensive Plan. This comprehensive plan will serve as a guide to development and as a basis for organizing and coordinating land use patterns. The Plan examines the present condition of Rockland, projects the possibilities of the future, and formulates strategies and policies to accomplish the goals set forth by the citizens of the City of Rockland. The following is a summary of the Comprehensive Plan, including the major findings, as well as significant goals, policies and strategies.

### **Summary**

Rockland is approximately 12 square miles in land area and has the largest population of any municipality in Knox, Waldo, and Lincoln Counties and is also the County Seat for Knox County. The daytime population in Rockland is much higher than the resident population due to many residents of surrounding communities that come to Rockland to work, shop, utilize professional and public services, and recreate. The Comprehensive Plan has developed strategies in hopes of fostering conditions that will stabilize the gradual population decline seen over the past fifty years. In addition, strategies have been developed in order to promote a balance between residential and commercial growth so that Rockland continues to be a desirable place to live and work.

Historically, much of Rockland's economy has been tied to its harbor and lime. Over the years Rockland has received a number of nicknames based on the economy including, "The Lime City," "Gateway to the Penobscot," "The Lobster Capital of the World," and recently, the "Schooner Capital of Maine." Rockland is increasingly becoming a tourist destination; many visitors come to Rockland for the aesthetic beauty, local flavor, and the recreational activities. A variety of small and medium sized industries are located in the City of Rockland. The City continues to attract new industries to broaden its industrial base while retaining traditional industries such as ship and boat building and repair. The relatively broad base has made the city less vulnerable to economic fluctuations in any single industry or product line. The goals for Rockland's economy include promoting the tourism, strengthening the Downtown area, maintaining the role as service center, and exploring additional opportunities for industrial development.

Rockland's land area contains an abundance of valuable natural resources. The City's marine resources consist of the Rockland Harbor and 4 miles of coastline. The harbor has always served as the center of commercial, industrial, and recreational activity for the region. Protecting these resources is vital to Rockland's economic role in commercial fishing, marine industries, and tourism. It's topography, geology, soils and water resources have historically influenced development and will continue to determine future growth patterns. Physical constraints may limit certain types of development and Rockland may look for regional growth opportunities in the future. This Plan sets goals and policies in order to protect Rockland's natural and marine resources by proposing more extensive site plan reviews, environmental testing, and proper zoning.

Rockland's cultural resources include physical artifacts, customs, arts, and activities of its residents, workforce and visitors. Rockland is the host to a number of scheduled

events that attract regional and national attention including Schooner Days, the North Atlantic Blues Festival, and the Lobster Festival. In addition to its sixteen sites on the National Register of Historic Places, Rockland is home to the nationally celebrated William A. Farnsworth Art Museum. The City's cultural amenities continue to expand and contribute to Rockland's role in tourism. The goals in the Plan encourage the preservation and protection of the City's historical assets, as well as the development of cultural events, and improvement of public resources.

Rockland housing reflects local history and economic trends. With 58 percent of its housing stock built prior to 1940, Rockland's housing is aging. Many of these houses are in need of rehabilitation or restoration. While population has decreased, housing growth has continued. Recent trends are showing housing prices on a sharp increase. As this occurs, housing affordability issues will become more prevalent. The Plan has identified strategies that would encourage the provision of a wide variety of housing types and sizes in order to meet the needs of Rockland's citizens. Strategies in the Plan would also ensure proper and adequate housing suitable for Rockland's elderly, or low income residents.

The City of Rockland is one of Maine's most important medium size intermodal transportation hubs. It serves as a highway center for Knox County and midcoast Maine; it is the primary link to the islands of Penobscot Bay; and is also the departure stage for air travel to different parts of the United States and the world. Additional passenger rail service and a high-speed ferry terminal are two of the opportunities Maine Department of Transportation is considering for Rockland. The strategies in the Plan encourage the continued improvement, maintenance, and safety of Rockland roads. Strategies in the Plan also work towards the goal of ample parking and safe sidewalks in the Downtown area in order to develop a more pedestrian friendly atmosphere.

Rockland and the midcoast region have a wealth of municipal recreational facilities and services, parks and outdoor facilities, as well as, visual and physical access points to fresh and tidal bodies of water. Among these in Rockland are the Oyster River Bog, Chickawaukie Lake, Snow Marine Park, the Rockland Breakwater, as well as, various playgrounds and parks throughout the City. Rockland also has opportunities for biking, hiking, and boating. There are also many facilities and programs offered by the private sector. This section of the Plan defines policies and strategies that will work to provide expanded recreational opportunities to Rockland residents.

Rockland's public facilities and services include the City Administration, Public Safety, sewer and water lines, Public Works, solid waste, as well as, the library, museums and schools. Public services are in place to support growth and development, and protect the environmental health, safety and welfare of the citizens of Rockland. The Comprehensive Plan evaluates the existing services and makes suggestions on ways to improve the level of public services.

The fiscal capacity of Rockland is made complicated by its role as a service center. The City of Rockland not only provides services for Rockland residents, but also provides services to a large workforce, many of which live in surrounding communities, and a seasonal tourist population. Overall the City of Rockland is in good financial condition. However, no matter what changes occur in the economy and the valuation of City properties, as long as the Maine tax laws remain unchanged, the City's high tax burden will remain a challenge in the future. This Plan lays out goals that will work to

shift some of that burden from the property taxpayer and will ensure sound fiscal policy and management.

As the County Seat of Knox County, as well as a regional service center, Rockland's link to its surrounding communities is clearly indissoluble. Rockland and the surrounding communities are co-dependent. Thinking regionally, as well as locally, allows for a number of opportunities to avoid duplication of municipal services and for coordination of ordinances governing land uses and natural resources in order to maintain and enhance the character of midcoast Maine. Goals for this section include coordination with adjoining towns on zoning, land use, transportation and housing issues.

Land use patterns in Rockland have historically developed around economic activity and the harbor. Through time, the growing popularity of the automobile allowed people to move further out into the undeveloped area west of Broadway. Today, as space for development becomes more limited, making the best use of available land and ensuring the compatibility of mixed uses will become increasingly important. Naturally, occurring physical constraints limit industrial, commercial and residential expansion in the City of Rockland. As a result, future growth can only take place in certain areas. Through encouraging infill development and maximizing the use of existing structures, organized and efficient growth and development can occur in Rockland. This section of the Plan defines areas of the City where growth will be encouraged and areas that should remain rural. By defining these areas, the City can direct future development to the most compatible and appropriate area, thereby preserving the character of Rockland.

**City of Rockland  
2002 Comprehensive Plan**

**Chapter 1**

**POPULATION and DEMOGRAPHICS**

**Introduction**

Rockland has the largest population of any municipality in Knox, Waldo, and Lincoln Counties and is also the County Seat for Knox County. Rockland is approximately 12 square miles in land area, and much of it is marsh, bogs, or steep slopes. The limited size and natural constraints have historically been contributing factors in keeping the developed area compact and will continue to limit significant growth in the population. The daytime population in Rockland is much higher than the resident population. Many residents of surrounding communities come to Rockland to work, shop, utilize professional services, recreate, and to do business at the Knox County Court House. Rockland is also increasingly becoming a tourist destination with many tourists coming to the City for the aesthetic beauty, local flavor, and the recreational activities.

Most phases of the Plan are either dependent on or strongly influenced by the size and composition of the City's future population. The goal of this chapter is to present an analysis of significant population and demographic characteristics and to provide a basis for future growth management decisions.

**Population Trends**

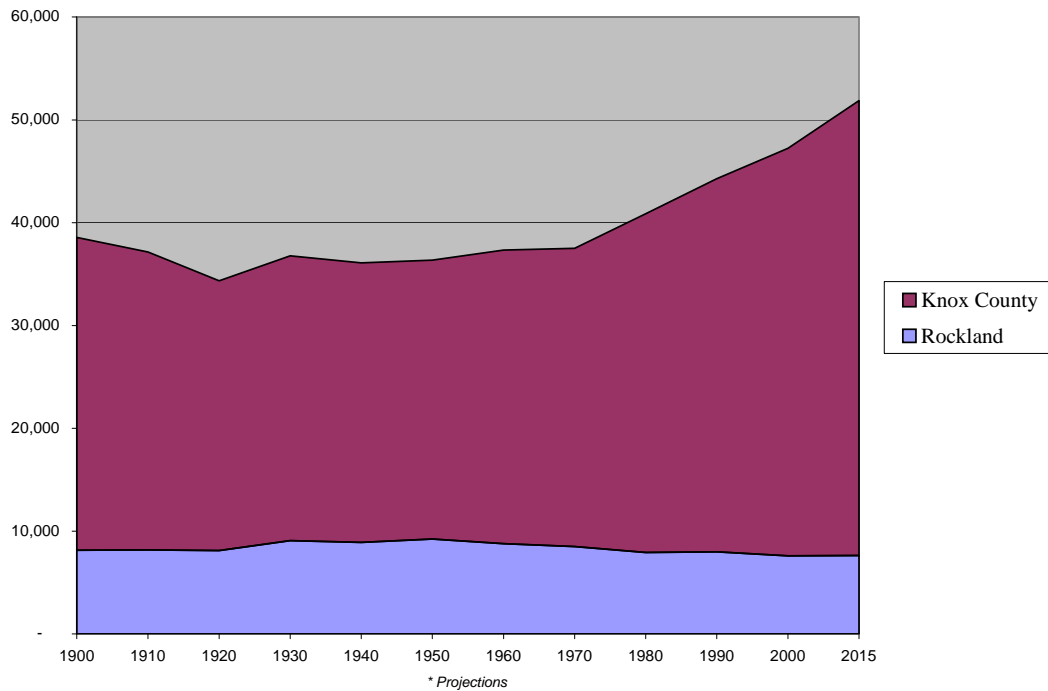
Although Rockland's population peaked in 1950, the population size has been relatively constant over the past 100 years. Rockland has always been a major transportation center with roads, railroads, trolleys, and steamships used to deliver both passengers and freight. As the County Seat, the courts, jail, and registry of deeds are located here. The City also provides many of the medical and shopping needs for the region. Much of City's architecture dates from its most prosperous era in the late 19<sup>th</sup> and early 20<sup>th</sup> century, a circumstance that has resulted in a varied housing stock. The dense settlement pattern reflects the fact that most workers in this era lived within walking distance of their jobs or commuted short distances on the local trolleys.

Due to an aging population and modern families generally having fewer children, many older homes are occupied by fewer residents than they were when Rockland's population was at its peak. Following World War II the number of homes occupied by three generations or more declined. With the current trend of decreasing household size, families are spreading out and Rockland is seeing more housing development for fewer people.

In the past century, the population of Rockland has fallen by about 6.5%, from 8,150 in 1900 to 7,609 in 2000 (See Graph 1-1 and Table 1-1). A significant amount of this change occurred in the last decade; the population decreased by 4.5% between 1990 and 2000. Rockland is alone in this trend among the mainland municipalities of Knox County. All other mainland communities in the County have shown some population growth between the 1990 and 2000 Census. Population growth in surrounding communities ranged from a low of 1.72% in Owls Head, to a high of 28.81% in Hope (see Table 1-2).

## Population and Demographics

**Graph 1-1 Historic Populations**



**Table 1-1 Historic Population**

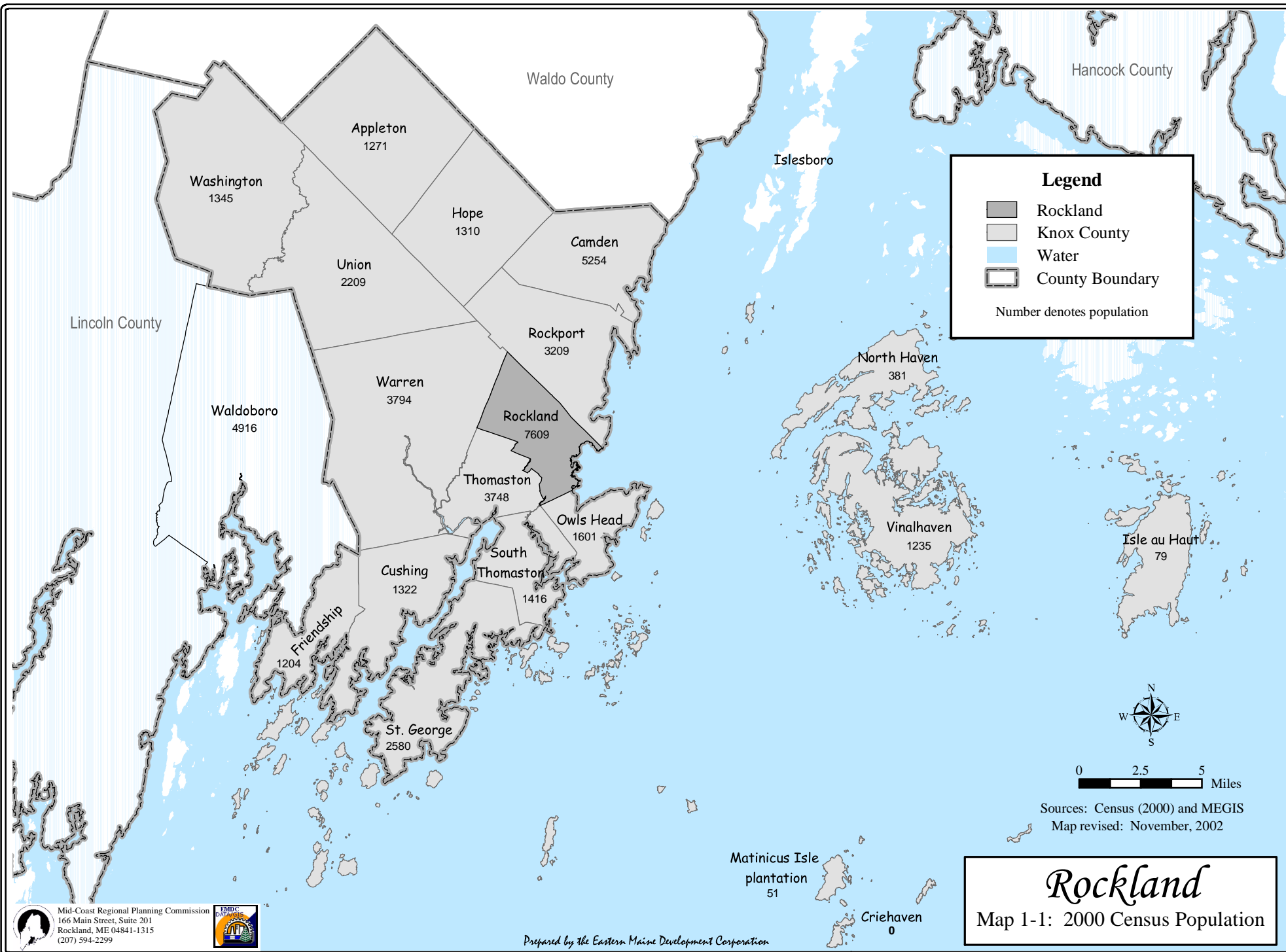
Year	Rockland	Knox County
1900	8,150	30,406
1910	8,174	28,981
1920	8,109	26,245
1930	9,075	27,693
1940	8,899	27,191
1950	9,234	27,121
1960	8,769	28,575
1970	8,505	29,013
1980	7,919	32,941
1990	7,972	36,310
2000	7,609	39,618
2015*	7,615	44,269

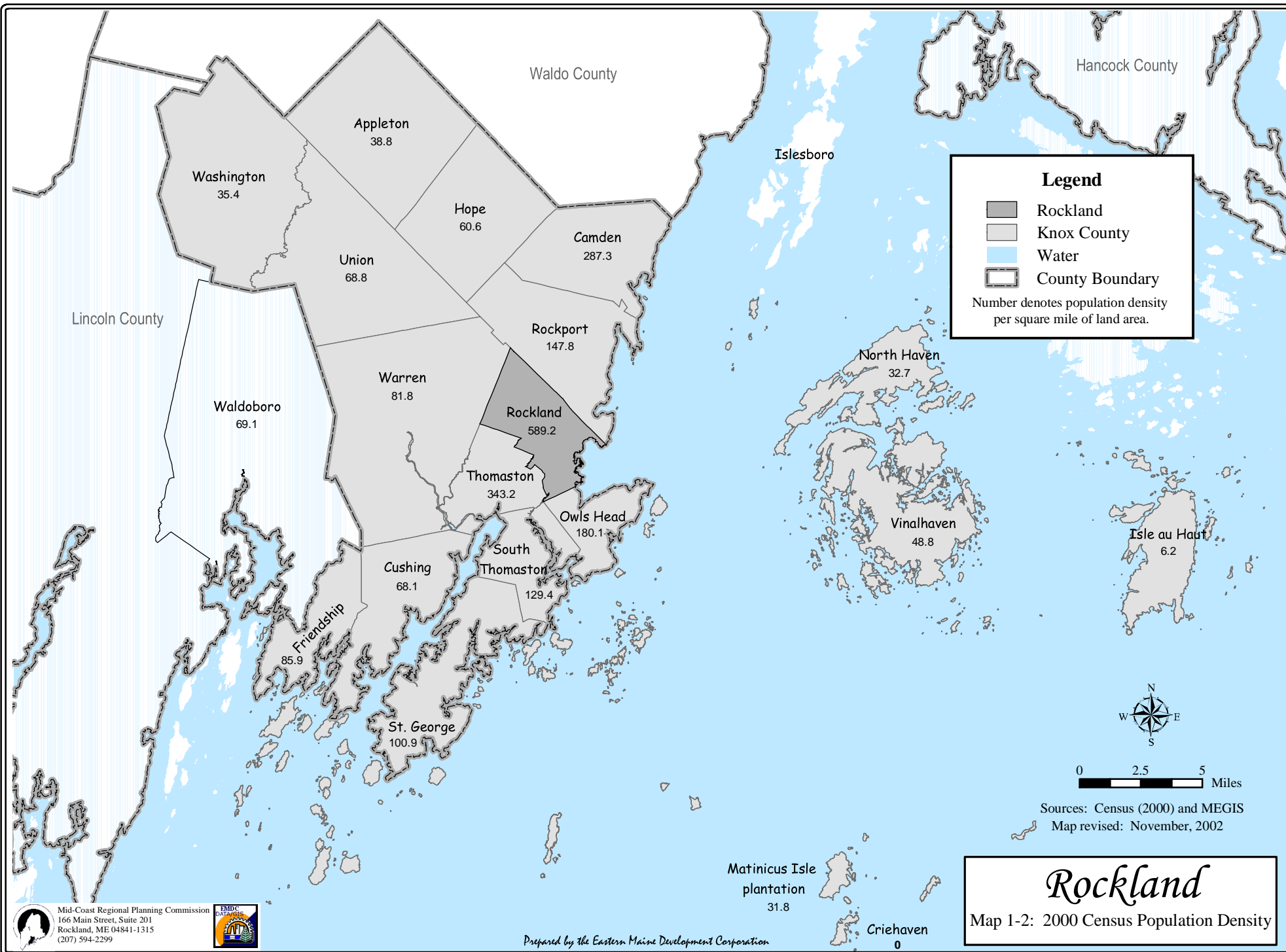
*Sources : 1983 Rockland Comprehensive Plan*

*1990 and 2000 Census*

*Maine State Planning Office Projection*

Rockland, Thomaston, and Camden reflect the slower growth rates of more urbanized towns. However, Rockland has much less developable land available for new housing than Camden or Thomaston.







## Population and Demographics

The population growth rate from 1980-1990 in Knox County was higher than the population growth rate from 1990 to 2000. Overall, the total number of people moving to Knox County remained similar (see Table 1-2).

<b>Table 1-2 Area Comparative Population Changes</b>					
<b><u>Community</u></b>	<b><u>1980</u></b>	<b><u>1990</u></b>	<b><u>2000</u></b>	<b><u>Change 1980-1990</u></b>	<b><u>Change 1990-2000</u></b>
Rockland	7919	7972	7609	-0.67%	-4.55%
Camden	4522	5057	5254	11.83%	3.89%
Owls Head	1633	1574	1601	-3.61%	1.72%
Rockport	2682	2854	3209	6.41%	12.44%
Hope	735	1017	1310	38.37%	28.81%
Thomaston	2881	3360	3748	16.63%	11.55%
Warren	2566	3138	3794	22.29%	20.91%
Union	1569	1989	2209	26.77%	11.06%
Knox County	32941	36310	39618	10.23%	9.11%
Maine	1124660	1227928	1274923	9.18%	3.83%

*Source : 1990 and 2000 Census*

*Maine State Planning Office Projection*

There are no current or historic estimates of seasonal population for Maine towns or regions, and few accepted mechanisms to generate such estimates. Rockland's only identifiable seasonal population is classified as "short-term transient" by the Census; that is, temporary guests whose stay averages approximately one week or less. According to the Rockland-Thomaston Chamber of Commerce, of the 969 hotel rooms available from members of the Chamber, there are approximately 269 overnight rental rooms (hotel rooms) in the City of Rockland.

Rockland residents are primarily year round residents while surrounding communities often have larger seasonal populations. Rockland and the Mid-Coast are very popular tourist destinations due to their aesthetic beauty and the location on Penobscot Bay. Many additional tourists pass through on Route 1 as a scenic route to points north or on their way to Downeast Maine.

While seasonal residents and tourists represent an economic base for the retail and service sectors of the area, they also create an extra load on municipal services. Data presented in *Chapter 2 The Local Economy* show increased sales in summer months, along with increased traffic flow, increased demand for police services, and increased generation of solid waste.

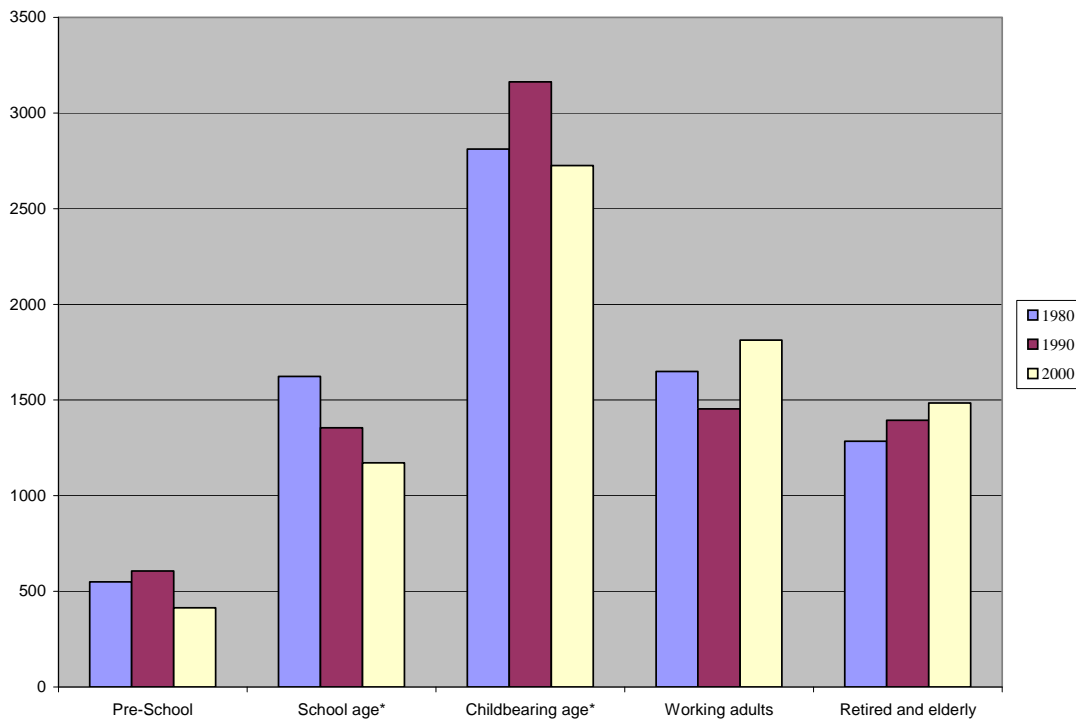
It is difficult to project how much these seasonal influences in Rockland will increase in the next ten years. Seasonal tourism is controlled in large part by economic conditions in Boston, New York, and the nation, largely outside of scope of this plan. Development of seasonal housing in the region will be limited by the available or permitted building sites along lakes, rivers, and Penobscot Bay.

The year round population projections from the Maine State Planning Office (SPO) data from 2001 project a 2.1% decline in Rockland's population between 2000 and 2010, while projections for Knox County show a 7.9% overall rate of increase during the same time period (see Table 1-1).

## Age Distribution

Rockland residents' age distribution has shifted during the past three decades. The population of "Pre-school" residents (0-4 year olds) has dropped significantly particularly between 1990 and 2000. The population of "School Age" residents (5-17 year olds) has continuously dropped since 1980, which is also reflected in the school enrollment numbers. The population of "Child Bearing" aged residents (18-44 year olds) peaked in 1990 and has significantly decreased between 1990 and 2000. The population of "Working Adult" residents (45-64 year olds) and "Retired and Elderly" residents (65+ year olds) has continually increased. The median age of residents of Rockland has increased significantly from 34.6 years old according to the 1990 census to 40.9 years old according to the 2000 census. The largest segment of Rockland's population is the "Child Bearing" grouping (see Graph 1-2 and Table 1-3).

Graph 1-2 Comparative Age Groups in the Population



The 2000 Census showed Rockland's population to be 54% female and 46% male. Currently, the older the age grouping, the higher percentage of females in that group. Comparison of the 1980, 1990 and 2000 age distribution reveals a steady decline in the under 45 years of age groupings and a steady increase in the 45 + years of age population. From 1980 to 1990 the big growth was in the 25-44 age group; from 1990 to 2000, this shifted upwards to the 45-64 age group (see Graph 1-2 and Table 1-3).

In comparing the vital statistics for 1980-1990 and 1990-2000, the number of births has declined, the number of deaths has increased, and migration has decreased; these are all contributing factors to the declining population in the past decade (see Table 1-4).

## Population and Demographics

<b>Table 1-3 Comparative Age Groups in the Population</b>				
<b>Grouping</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	
Pre-School	550	606	414	0-4 yrs
School age*	1,623	1,355	1,172	5-17 yrs
Childbearing age*	2,812	3,163	2,725	18-44 yrs
Working adults	1,649	1,454	1,813	45-64 yrs
Retired and elderly	1,285	1,394	1,485	65 yrs +
<b>Total Population</b>	<b>7,919</b>	<b>7,972</b>	<b>7,609</b>	

Source: 1980, 1990 and 2000 Census

\* 2000 Census used a different age format, numbers have been revised to reflect age groups

<b>Table 1-4 - Vital Statistics</b>		
<b>Rockland</b>	<b>1980-1990</b>	<b>1990-2000</b>
Births	1197	1035
Deaths	1270	1304
Migration	126	94
<b>Total change</b>	<b>53</b>	<b>-363</b>

Source: City of Rockland Clerk

### Households and Ancestry

Rockland has 3,434 households according to the 2000 Census. Of these households, 41% are married couple families (down from 47% in 1990); 16% are single householders age 65 and over (same as 1990); 20% are single householders under age 65 (up from 15% in 1990); 13% are female-headed single parent families (same as 1990); 9% are non-family multiple person households (up from 6% in 1990); and 3% are male-headed single parent families (same as 1990). There are 7,395 persons living in households; 175 institutionalized persons; and 39 persons living in group quarters (see Graph 1-3 and Table 1-5).

Persons per household continued to drop between 1990 and 2000. The median persons per household dropped to 2.15 in 2000, down from 2.34 in 1990, and 2.56 in 1980. This reflects the continuing trend of smaller families and an aging population in Rockland.

According to the 2000 Census, 97.9% of the Rockland population is white, followed by both Hispanic/Latinos and Asians making up 0.6% of the population each (see Table 1-6).

The statistics show that in general the population of Rockland is aging. The population that is dying is being replaced with either couples that are older and/or couples not having children, with single elderly people and other non-family living arrangements.

## Population and Demographics

Graph 1-3 Houshold by Type 2000

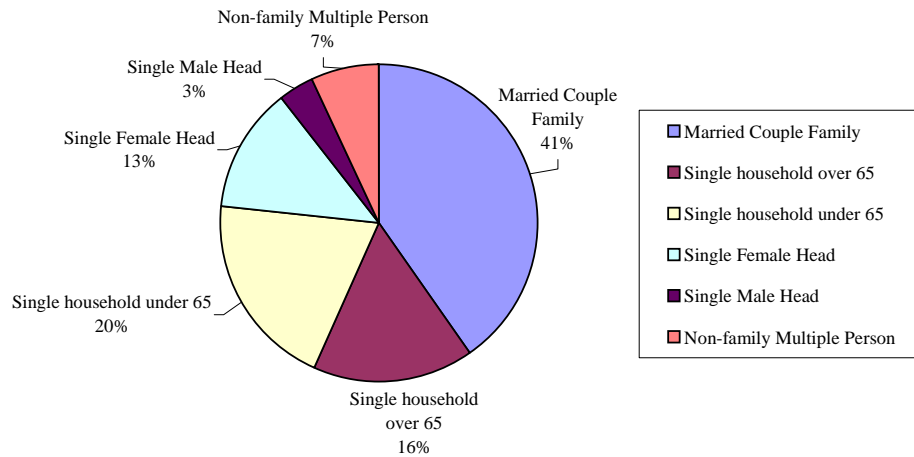


Table 1-5 Population by Household		
Household Type	Number	Percentage
Married Couple Family	1386	41%
Single household over 65	558	16%
Single household under 65	690	20%
Single Female Head	442	13%
Single Male Head	117	3%
Non-family Multiple Person	241	9%
Total Households	3434	100%
Persons Living in Households	7395	97%
Institutionalized	175	2%
Other group quarters	39	1%
Total Population	7609	100%

Table 1-6 - 2000 Census Race		
Ancestry	Number	Percentage
White	7406	97.90%
Hispanic/Latino	43	0.60%
Asian	43	0.60%
Black or African American	19	0.20%
American Indian	18	0.20%
Pacific Islander	2	0.00%
Some other race	8	0.10%
Two or more races	70	0.90%

Source: 2000 Census

## Income

According to Census information, Rockland's income levels rose substantially from 1980-1990; median income more than doubled from \$10,632 to \$22,006, an increase of 107%. The consumer price index for the United States increased by 58.6% during the same time period according to the State of Maine Department of Labor. According to Census 2000, the median household income increased by over \$8,000 between 1990 and 2000 to \$30,209, or by 37.2%. During the same time period the consumer price index for the United States increased 31.8% according to the State of Maine Department of Labor. Consumer price index information was not available for the State of Maine or Knox County. If the consumer price index changes for the nation reflect those in the State of Maine, the earning power of Rockland residents has increased significantly between 1980 and 1990 and less between 1990 and 2000.

Table 1-7 - Income Levels Compared				
Income Levels	1990		2000	
	Number	Rate	Number	Rate
Under \$10,000	684	20.7%	461	13.4%
\$10,000-\$14,999	463	14.0%	485	14.1%
\$15,000-\$24,999	753	22.8%	594	17.2%
\$25,000-\$34,999	592	17.9%	443	12.9%
\$35,000-\$49,999	445	13.5%	714	20.7%
\$50,000-\$74,999	288	13.7%	473	13.7%
\$75,000-\$99,999	41	1.2%	146	4.2%
\$100,000-\$149,999	19	0.6%	106	3.1%
\$150,000 or more	19	0.6%	22	0.7%
Median Income	\$22,006		\$30,209	
Per Capita Income	\$9,404		\$16,659	

*Source: 1990, 2000 Census*

Per capita income grew between 1990 and 2000 from \$9,404 to \$16,659 (see Table 1-7). While most income increased from 1980 to 1990, some, such as farm self-employment income, dropped from a mean of \$7,005 to \$6,421 annually. Public Assistance income between 1980 and 1990 rose slightly from \$2,007 to \$3,183 but decreased to \$2,899 in 2000 (see Tables 1-8, 1-9).

**Population and Demographics**

<b>Table 1-8 Income Types 1980</b>			
<b>Type</b>	<b>1980</b>		
	<b>Households</b>	<b>Percent</b>	<b>Mean Income</b>
Wage or Salary Income	2215	34.90%	\$12,839
Nonfarm Self Employment	318	5.00%	\$7,391
Farm Self Employment	7	0.10%	\$7,005
Social Security	1030	16.20%	\$3,607
Public Assistance	560	8.80%	\$2,007
Interest, Dividend, Rental	1068	16.80%	\$2,336
Retirement Income	*	*	*
All Other Income	1154	18.20%	\$3,264

\*Census format changed from 1980 to 1990

*Source: 1980 and 1990 Census*

<b>Table 1-9 Income Types 1990</b>			
<b>Type</b>	<b>1990</b>		
	<b>Households</b>	<b>Percent</b>	<b>Mean Income</b>
Wage or Salary Income	2380	48.70%	\$24,197
Nonfarm Self Employment	500	10.20%	\$16,985
Farm Self Employment	21	0.40%	\$6,421
Social Security	1016	20.80%	\$7,665
Public Assistance	440	9.00%	\$3,183
Interest, Dividend, Rental	*	*	*
Retirement Income	530	10.80%	\$7,259
All Other Income	*	*	*

\*Census format changed from 1980 to 1990

*Source: 1980 and 1990 Census*

Rockland's median income level in 2000 was below the median income level of Knox County and the State (see Graph 1-4). The ratio of households with very low and low incomes in relation to the County have dropped from 1990 to 2000 according to census information and information derived from Claritas information (see Table 1-10).

Rockland's median household income was \$30,206 in 2000 according to the US Census. Among mainland municipalities in Knox County, only Rockland and Thomaston had median household incomes below \$35,000 (see Table 1-11).

### Population and Demographics

Both the 1990 and the 2000 Census recorded a significantly higher percentage of persons in Rockland living below the poverty level than either Knox County or the State of Maine. The poverty rate dropped from 15.9 percent in 1990 to 14.7 percent in 2000. This decrease could be due to a number of regional economic improvements that have occurred since 1990. While both Knox County and Rockland's poverty levels have decreased since 1990, the State of Maine's poverty rate has increased. Table 1-12 shows the current poverty income levels as recognized by the State and Federal Government.

**Graph 1-4 Median Household Income 2000**

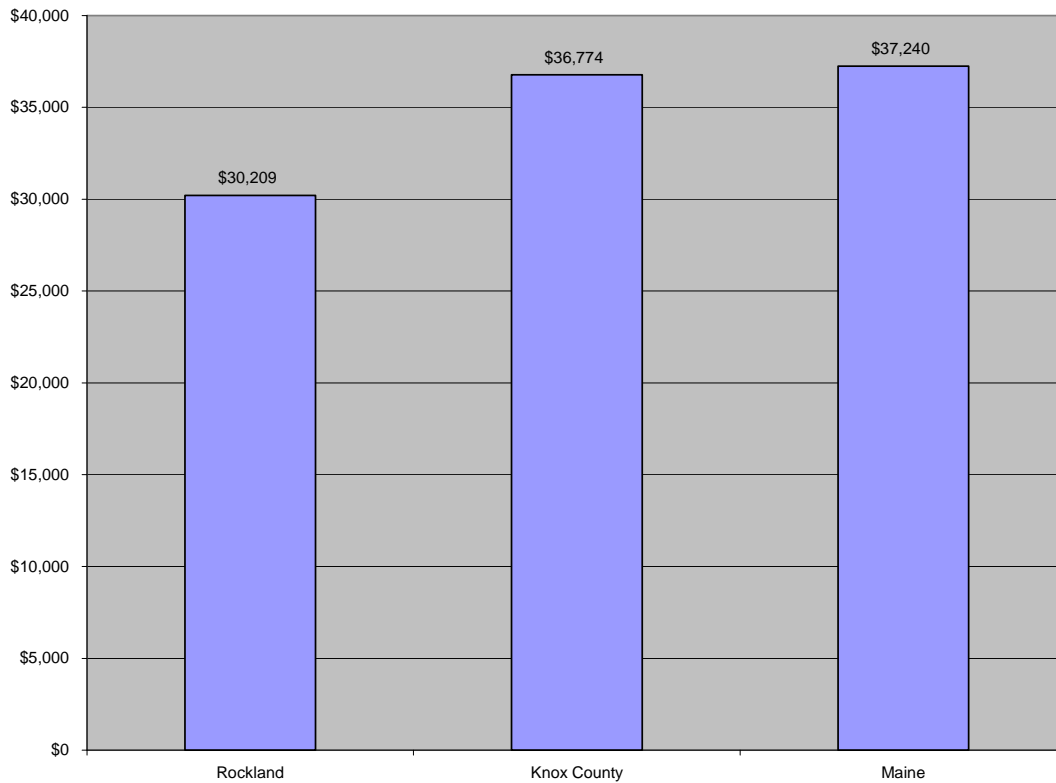


Table 1-10 - Income Levels			
Income level	1990	2000	2000 Income
Very Low	34.70%	27.10%	<\$17,249
Low	22.80%	19.00%	\$17,250- \$27,599
Moderate	31.40%	34.50%	\$27,600 - \$51,748
Upper	11.10%	19.40%	>\$51,748

*Very Low - less than 50% of County median income*

*Low - 51% to 80% of County median income*

*Moderate - 81% to 150% of County median income*

*Upper - More than 151% of County median income*

*Source: 1990, 2000 Census*

## Population and Demographics

<b>Table 1-11 - Median Income 2000</b>	
<b>Municipality</b>	<b>Median Income</b>
Rockport	\$47,115
Owls Head	\$40,107
South Thomaston	\$43,594
Warren	\$35,662
Thomaston	\$33,306
<b>Rockland</b>	<b>\$30,209</b>
State of Maine	\$37,240
Knox County	\$36,774

*Source: US Census 2000*

<b>Table 1-12 - Poverty Status - 2000</b>				
<b>Persons Living in Poverty</b>	<b>City of Rockland</b>		<b>Knox County</b>	<b>Maine</b>
	<b>Population</b>	<b>Rate</b>	<b>Rate</b>	<b>Rate</b>
under 5	123	29.70%	15.1%	15.9%
5-17 years	233	19.1%	11.3%	18.5%
18-64 years	615	13.7%	9.4%	9.8%
65 years plus	114	9.7%	7.7%	9.7%
Total	1085	14.70%	10.10%	10.90%
<i>Source: 2000 Census</i>				

One possible reason the poverty rate is higher in Rockland than in surrounding municipalities could be because most county social service provider agencies are located in Rockland. The high number of rental units and relatively “affordable” housing may be attracting households with lower incomes, thereby explaining the considerably lower median household income in Rockland (see *Chapter 7 Housing*).

### **Educational Enrollment and Attainment**

The portion of Chapter 10 relating to schools clearly shows that Rockland schools are equivalent to schools in surrounding communities. However, the performance of recent graduates does not necessarily reflect the population as a whole. Census data from 1990 and 2000 shows that Rockland had a higher percentage of persons over the age of 25 who did not graduate from high school than Knox County or the state. Rockland also had a lower percentage of residents attaining their Bachelor’s, Graduate, or Professional degrees than in the County or the State. However, the percentage of Rockland



## Population and Demographics

citizens with some college (no degree), and persons with an associate degree was higher than the County and State percentages for these categories (see Table 1-13).

**Table 1-13 - Educational Attainment Comparisons 2000**

Attainment	City of Rockland		Knox County	Maine
	Population	Rate	Rate	Rate
Less than 9th grade	250	4.70%	3.50%	5.40%
9-12th grade/no diploma	645	12.00%	9.00%	9.20%
High school graduate	2051	38.30%	36.40%	36.20%
Some college/no degree	1071	20.00%	18.90%	19.00%
Associates degree	249	4.60%	5.90%	7.30%
Bachelor's Degree	724	13.50%	17.10%	14.90%
Post graduate degree	370	6.90%	9.20%	7.90%
<b>Total</b>	<b>5360</b>	<b>100.00%</b>		

### Issues and Implications

- (1) Rockland's population has decreased slightly in the past decade, but remains relatively stable. Should the City take actions to effect this trend?
- (2) The median age of the population has increased considerably in the past decade and is expected to continue to increase. This may have implications in the next two decades as more medical and social services and specialized housing may be needed for this population. How should the City adapt to these changes?
- (3) As the size of the average household continues to decrease, a stable population with smaller family sizes still increases the demand for housing. Should the City do anything to influence the housing market to respond to these trends?
- (4) According to the 2000 Census and the Rockland-Thomaston Area Chamber of Commerce data, the population of Rockland has a higher percentage of high school dropouts and a lower percentage of people with some college education than either the county or state as a whole. Is the resident work force sufficiently educated and trained to meet the skilled labor needs of new and expanded industries and businesses the City? Are there sufficient opportunities for adult education?

### Goals, Policies, and Strategies

**Goal: Foster conditions that will stabilize Rockland's gradual population decline since 1950.**

#### Policies:

- 1) Consider effects of commercial development on residential properties, neighborhoods, and the population of the City.
- 2) Promote Rockland's cultural advantages to attract prospective residents.
- 3) Provide municipal support for private efforts that enhance the maritime culture of Rockland.

**Strategies:**

- 1) Review and amend residential zoning factors such as lot size, building setbacks, landscaping standards, and traffic to achieve an attractive urban environment in which people want to live and work.
- 2) Review and amend commercial zoning factors such as lot size, building setbacks, landscaping standards, and traffic to efficiently use available commercial land and to achieve an attractive urban environment in which people want to live and work.
- 3) Increase efforts to make the harbor accessible, visually and physically, to the public while still maintaining areas for marine-related activities.

**Goal: To promote a balance between residential and commercial growth so that Rockland continues to be a desirable place to live and work.**

**Policies:**

- 1) Continue to develop Rockland's infrastructure to support both residential and commercial expansion.
- 2) Continue to amend Rockland's land use ordinances to reflect present realities and desired future development trends. Continue to improve the administration and enforcement of these ordinances.
- 3) Encourage adaptive reuse of historic structures.

**Strategies:**

- 1) Invest in infrastructure to serve areas that are undeveloped.
- 2) Develop Ordinances that require the removal or rehabilitation of uninhabitable buildings.

**Goal: Support development of educational opportunities.**

**Policies:**

- 1) Promote relationships between the Rockland -Thomaston Chamber of Commerce, local businesses, the City of Rockland, and public and private education organizations to develop the knowledge and skills required in business.
- 2) Support development of educational opportunities through schools, libraries, art galleries, and other cultural institutions.
- 3) Modify and expand the educational system, public and private, to provide continuing education and economic advancement opportunities to students of all ages.

**Strategies:**

- 1) Stimulate the development of "Career Days" and business seminars for Maine School Administrative District # 5 (MSAD 5) students.
- 2) Encourage industrial and business site seminars for educators.
- 3) Promote MSAD 5 student involvement in all aspects of local government: student internships, Student Mayor, City Manager, and City Council Day.

## **The Local Economy**

### **City of Rockland 2002 Comprehensive Plan**

## **Chapter 2**

# **THE LOCAL ECONOMY**

### **State Goals:**

To promote an economic climate that increases job opportunities and overall well-being.  
(Growth Management Act.)

To expand the opportunities for outdoor recreation and encourage appropriate tourist activities and development. (Coastal Management Policies.)

### **Introduction**

Historically, much of Rockland's economy has been tied to its harbor and lime. Over the years Rockland has received a number of nicknames based on the economy of the time. These nicknames include: "The Lime City," "Gateway to the Penobscot," "The Lobster Capital of the World," and recently, the "Schooner Capital of Maine."

A variety of small and medium sized industries are located in the City of Rockland. Rockland continues to attract new industries to broaden its industrial base while retaining traditional industries such as ship and boat building, and repair. More recent industries to Rockland include: furniture and playground equipment manufacturing, biotechnology industries, wholesale distribution, marine-related businesses, seaweed processing, metal fabricating, food related industries and others. The relatively broad base has made the City less vulnerable to economic fluctuations in any single industry or product line.

Rockland is clearly the service center for the region providing many of the regional shopping and service needs for surrounding towns. Rockland has recently experienced an increase in tourist-related economic activity. Rockland's distance from other major commercial centers places it in a good competitive position for most economic sectors.

### **The Rockland Labor Force**

Maine Department of Labor records show that there were 4,333 Rockland residents in the civilian labor force in 2000, not including the self-employed. The Rockland civilian labor force increased by over 11% between 1990 and 2000. The increase may be attributed to both a growing adult population and to greater participation rates among women. The labor force in 2000 consisted of 4,195 (96.8%) employed persons, and 138 (3.2%) unemployed persons. The number of people holding jobs increased by 20.1% between 1990 and 2000, which was a faster growth rate than the labor force itself (see Table 2-1). The long-term trend is expected to be continued growth of the labor force and jobs, albeit at a slower rate.

Unemployment rates between 1990 and 2000 have varied significantly reaching peaks in both 1991 and 1993. Since 1993, the employment outlook in Maine and the region has improved significantly. Maine, Knox County, the Rockland Labor Market Area (LMA), and the City of Rockland all show similar employment trends through time (see Graph 2-1). In the early 1990's, Rockland had high

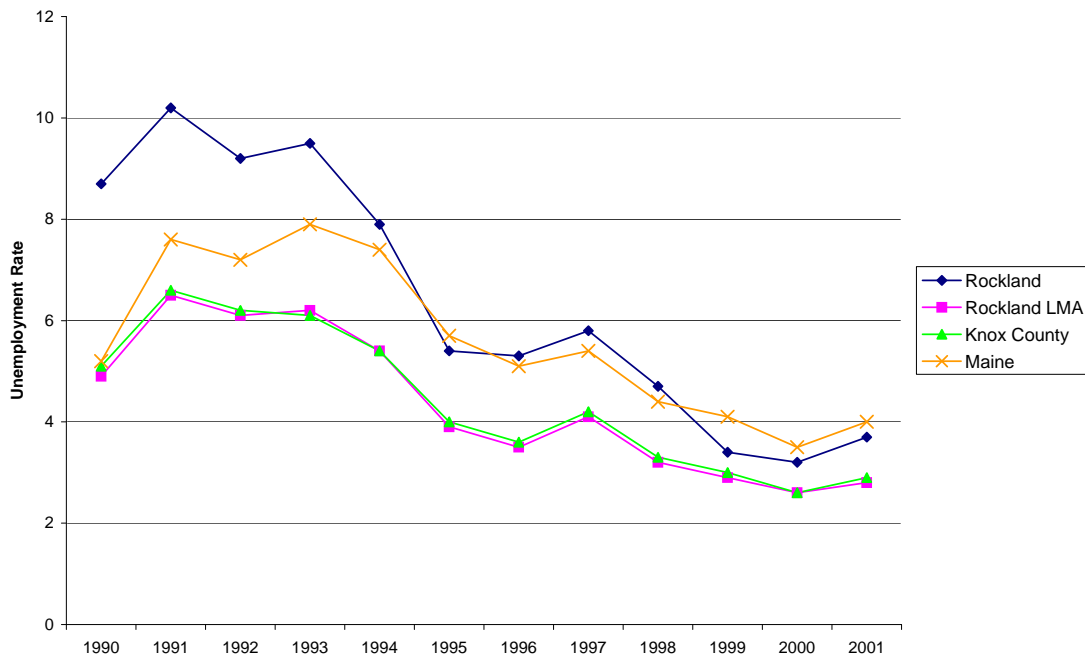
## The Local Economy

unemployment rates that were often nearly double that of Knox County, and higher than the State of Maine. By the mid 1990's, Rockland's unemployment rate dropped significantly. Rockland's unemployment rates have dropped much quicker than the State, Knox County, and the Rockland LMA. In 2000, Rockland's unemployment rate was lower than the rate of State of Maine and comparable to Knox County and the Rockland LMA. Unemployment in Rockland increased slightly in 2001 but is still comparable to that of the State of Maine. MBNA and other industries moving to Rockland have significantly increased the employment opportunities for residents in Rockland and in the region.

<b>Table 2-1 – Rockland Employment</b>			
	<b>Labor Force</b>	<b>Employed</b>	<b>Unemployed</b>
1980	3,773	3,326 (88.2%)	447 (11.8%)
1990	3,894	3,492 (89.7%)	402 (10.3%)
2000	4,333	4,195 (96.8%)	138 (3.2%)
% Change 1980-1990	+3.2%	+5.0%	-10.1%
% Change 1990-2000	+11.2%	+20.1%	-65.6%

*Source: Maine Dept. of Labor (1980, 1990, 2000)*

**Graph 2-1 Unemployment Rate**



### **The Economic Base**

The Maine Department of Labor considers a "labor market area" to be "an economically integrated grouping of communities within which workers may readily change jobs without changing their place of residence."

Given the commuter patterns of the area, the Department has identified Rockland as the central community in a 19-town labor market area (LMA) that includes Appleton, Camden, Cushing, Friendship, Hope, Isle au Haut, Matinicus Isle Plt., North Haven, Owls Head, Rockland, Rockport, St. George, South Thomaston, Thomaston, Union, Vinalhaven, Warren, Washington, and Waldoboro, in Lincoln County. This grouping emphasizes Rockland's role in serving Knox County and beyond.

The number of jobs available within the Rockland LMA grew by 27% between 1991 and 2000, to 19,020 jobs. These jobs are well distributed among the services sector (31% of the jobs), the retail sector (21%), and the manufacturing sector (12%), see Table 2-2. Of these 19,020 jobs in the Rockland LMA, 7,197 (or nearly 38%) of the jobs were located in the City of Rockland.

The structure of the economy in the Rockland LMA (and in the country) has been shifting from manufacturing to services, retailing, and construction for many decades. Manufacturing, driven down by losses in non-durables (textiles, leather, food processing), has dropped from 18% of all available jobs in the Rockland LMA in 1991 to 12% in 2000. Meanwhile, during the 9-year period, jobs in the services sector jumped by just over 35% due to significant increases in hotels and motels, business services, legal services, personal services, and social services. Jobs in the retail sector increased by over 22% during that same time period; especially in building materials and garden supplies, general merchandise, eating and drinking places, and miscellaneous retail. The largest change in employment by industry was in the Financial, Insurance and Real Estate industries with an increase of over 217%. This increase can largely be attributed to MBNA New England opening offices in Rockland and Camden. Other large employment increases were in boat building and repair, construction, and trucking and warehousing.

# The Local Economy

## Table 2-2 Rockland Labor Market Area 1991-2001

	1991	2000	% Change 1991-2000	2000 Distribution	1990 L.Q.
TOTAL EMPLOYMENT	14,970	19,020	+27.0	100.0%	-
MANUFACTURING	2,700	2,280	-18.4	12.0%	0.97
Durable Goods	1,390	1,440	+3.6	7.5%	1.09
— Stone, Clay, and Glass Products	190	170			4.33
— Fabricated Metal Products	150	190			2.00
— Industrial Machinery and Equipment	130	220			1.13
— Electronics and Other Electric Equipment	330	410			1.47
— Transportation Equipment	280	260			0.70
Ship and Boat Building and Repairing	240	230			9.41
Non-durable Goods	1,310	850	-35.1	4.5%	0.88
— Food and Kindred Products	300	160			1.54
— Textile Mill Products	230	50			1.50
— Apparel and Other Textile Products	220	40			2.50
— Printing and Publishing	250	350			1.70
— Other Non-durable Goods	300	250			-
NONMANUFACTURING	12,270	16,740	+36.4	88.0%	1.01
Construction	770	1080	+40.3	5.7%	1.19
— General Building Contractors	280	470			1.58
— Special Trade Contractors	410	530			1.13
— Misc. Special Trade Contractors	120	170			1.14
Transportation and Public Utilities	560	860	+53.6	4.5%	0.86
— Local and Interurban Passenger Transit	90	130			0.50
— Trucking and Warehousing	120	100			0.57
— Water Transportation	120	330			4.00
— Transportation by Air	10	90			0.50
— Transportation Services	20	10			1.00
— Railroad Transportation	-	10			-
Wholesale Trade	560	900	+60.7	4.7%	0.80
— Durable Goods	160	200			0.52
— Non-durable Goods	390	700			1.04
— Groceries and Related Products	240	260			1.33
Fish and Seafood	210	210			7.00
Retail Trade	3,140	3,840	+22.3	21.0%	1.04
— Building Materials and Garden Supplies	210	240			1.56
— General Merchandise	290	410			0.95
— Food Stores	730	870			1.36
— Automotive Dealers and Service Stations	310	340			0.95
— Eating and Drinking Places	950	1,220			1.00
— Misc. Retail	440	560			0.85
Finance, Insurance, and Real Estate	410	1,300	+217.1	6.8%	0.57
Services and Mining	4,370	5,910	+35.2	31.1%	1.17
— Hotels and Motels	520	590			1.94
— Business Services	200	580			0.50
— Legal Services	90	100			0.75
— Personal Services	180	140			1.50
— Health Services	1,680	2,060			1.24
— Social Services	270	510			0.95
Government	2,470	2,850	+15.4	16.5%	0.89
— Local	1,630	1,980			1.11

Source: Maine Employment and Earnings Statistical Handbook, 1981, 1986, and 1991, Maine Department of Labor, Market Decisions, Inc.

## **The Local Economy**

Table 2-2 includes a column titled "Location Quotients" (LQ). Location Quotients are a measure of the area's specialization in an economic sector compared with that of a larger geographic level, in this case the State as a whole. An LQ significantly greater than one (1.00) shows a greater than average specialization. The Location Quotients demonstrate that the Rockland LMA is disproportionately reliant on, or has particular specialty in:

- Boat building and repair (LQ = 9.41);
- Food products (primarily seafood) manufacturing (LQ = 1.54);
- Lodging services (LQ = 1.94);
- Printing and publishing (LQ = 1.70);
- Health care services (LQ = 1.24);
- Construction (LQ = 1.19); and
- Retail trade (LQ = 1.04).

As suggested by these location quotients, the driving forces behind the regional and local economies are marine-related industries, tourism, and retirement. Rockland's central location in the region drives its retail sector. Tourism, the lodging sector, and retirement contribute to retail trade, as well as, to the health care industry and to home construction. Both tourism and retirement help to support marine-related industries, such as, boat building and repair. Printing and publishing includes the local newspapers and publications for the recreation and leisure markets. Rockland's location adjacent to Penobscot Bay has made it one of the leading fishing ports and seafood processors in Maine.

### **Economic and Employment Projections**

The Maine State Planning Office (SPO) released an economic forecast report in December of 1999. The report ranked the growth in Maine counties in a number of economic sectors. Based on this report, Knox County is predicted to see the second fastest growth in full and part-time employment between 1997-2010 with an increase of 2.3%, second only to Lincoln County with 2.5% growth. The report forecasts that taxable retail sales in Knox County will increase by 4.6% between 1998 and 2010. Knox County ranks 6<sup>th</sup> in the State based on this forecast. The study forecasts Knox County to have the greatest increase in Personal Income Growth of any County in Maine with an increase of 5.8% forecasted from 1997 to 2010. These forecasts are a conservative reflection of the continuation of the growth and prosperity that Rockland and the region have seen in recent years.

The Muskie School, at the University of Southern Maine, recently completed employment projections for both Knox and Waldo Counties combined. The projections continue through 2020. Since Rockland is a large portion of the employment engine of these two counties, one can assume that the percentage of increase would be similar, all other things equal. Table 2-3 shows employment by industry for 1990 and 2000 and employment by industry projections for 2010 and 2020 as well as percentage increase or decrease.

**Table 2-3 Employment Projections for Knox and Waldo Counties**

<b>Industry</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>2020</b>
Total Employment	33,248	43,643 (31.3%)	48,066 (10.1%)	50,473 (5.0%)
Manufacturing	4,461	4,012 (-10.0%)	4,121 (2.7%)	4,096 (-0.6%)
Non-Manufacturing	23,805	34,287 (44.0%)	38,210 (11.4%)	40,456 (5.9%)
Durables	2,346	2,126 (-9.4%)	2,116 (-0.5%)	2,106 (-0.5%)
Non-Durables	2,115	1,886 (-10.8%)	2,005 (6.3%)	1,991 (-0.7%)
Construction	3,219	3,764 (16.9%)	3,672 (-2.4%)	3,687 (0.4%)
Trans./Public Util.	1,258	1,759 (39.8%)	1,895 (7.7%)	1,891 (-0.1%)
Fin/Ins/Real Estate	1,279	3,989 (211.9%)	4,228 (6.0%)	4,161 (-1.6%)
Retail Trade	6,143	7,939 (29.4%)	8,203 (3.3%)	8,482 (3.4%)
Wholesale Trade	987	1,590 (61.1%)	1,784 (12.2%)	1,843 (3.3%)
Services	9,431	12,996 (37.8%)	15,877 (22.2%)	17,508 (10.2%)
Agri/For/Fish Service	1,483	2,244 (51.3%)	2,545 (13.4%)	2,878 (13.1%)
Government	4,003	4,505 (12.5%)	4,993 (10.8%)	5,250 (5.1%)
State and Local	3,233	3,743 (15.8%)	4,151 (10.9%)	4,377 (5.4%)
Federal Civilian	262	234 (10.7%)	240 (2.5%)	244 (1.7%)
Federal Military	508	528 (3.9%)	602 (18.5%)	628 (4.3%)
Farm	979	840 (-14.1%)	742 (11.7%)	671 (9.6%)

*Source: Muskie School*

According to the Muskie School projections, employment in the Midcoast region is expected to continue to grow. Most sectors will show employment growth over the next 20 years, particularly the retail and services fields. Sectors not expected to grow in the next 20 years are farming, construction, and manufacturing. Farming is currently a small employment sector, and as an industry, it is forecasted to continue to decline in employment through 2020. Construction has shown considerable growth as an industry to date and the Muskie projections show that the employment level will not change significantly from the current level through 2020. Manufacturing shows a continuation of its slow decline as an employment provider in the region.

### **Manufacturing**

The decline in manufacturing continues to diminish this sector's representation among those employed in the Rockland LMA. Manufacturing jobs now represent only 12% of all jobs in the Rockland LMA. Though the ratio of manufacturing jobs is decreasing, its importance as a piece of the Rockland Economy can still be seen in the LQ in the last column of Table 2-2. Proportionally, the Rockland LMA is about as reliant on manufacturing as is the State as a whole.

The losses in manufacturing were in the non-durables sectors, which declined by over one-third between 1991 and 2000. Durable manufactured goods, led by boat building and repair, increased by 3.6% between 1991 and 2000.



## The Local Economy

Major manufacturing employers (50 or more employees) in the Rockland area of spring 2002 include:

<b>Table 2-4 Knox County Major Manufacturing Employers, 2002</b>			
<b>Name</b>	<b>Product</b>	<b>Municipality</b>	<b>Number of Employees</b>
Fisher Engineering	Snow Plows	Rockland	180
FMC BioPolymer	Seaweed extractives	Rockland	150
Dragon Products Company	Cement	Thomaston	125
Tibbets Industries, Inc.	Electronics	Camden	118
Courier Publications	Newspapers	Rockland	100
North End Marine and Fiberglass	Boat molds, boats	Rockland	87
BioWhittaker Molecular Applications	Bio-medical	Rockland	70
Marriners, Inc.	Bituminous concrete	Rockport	50

*Source: Rockland-Thomaston Area Chamber of Commerce and City of Rockland, May 2002.*

The importance of manufacturing to the region is also reflected in the value of products created. Rockland, in 1990, produced goods with a value of \$137 million, nearly 63% of the value of manufactured goods produced in Knox County. Rockland's product value was ranked 15<sup>th</sup> of all the municipalities in Maine.

Non-durables manufacturing has continued to drop considerably during the 1990's as a percentage of total jobs in the Rockland area. A net loss of 460 jobs were lost in the non-durable manufacturing industry from 1991 to 2000; decreasing from 1,310 jobs in 1991 to 850 jobs in 2000.

The shift away from manufacturing of non-durable goods to service, retail, construction, and tourism and retirement related industries has been a continuing transition in Rockland and in the region. The number of jobs in the manufacturing of durable goods has increased by 50 jobs between 1991, but the percentage of these jobs compared to all jobs in this same time frame have decreased to approximately 7.5% of jobs in the Rockland LMA.

### Retail Trade and Services

Though Rockland has been a retail center in the Mid-Coast region for many years, the types of businesses, size of businesses, and the products that these businesses sell are continually changing. New retail structures are generally larger than older structures and are more often single story structures with fewer tenants. Newer retail development is generally focused on providing more regional retail rather than local retail. Rockland is attractive to larger regional oriented businesses due to its location, transportation facilities, and political desire to attract businesses. As the location quotients in Table 2-2 show, Rockland's locational attractiveness to retail trade and services is slightly above average compared with the State.

The role of service and retail trade is significant for Rockland and surrounding towns. As of 2000, there were 5,910 service sector jobs and 3,840 retail jobs in the Rockland LMA. Over 34% of the service sector jobs were in health care.

The growth in the service and retail sectors from 1991 to 2000 has more than offset losses in manufacturing. Together, the service and retail sectors now account for just over half of all jobs in the Rockland LMA. While wages in these sectors often are lower than skilled manufacturing jobs, they do

## The Local Economy

represent a number of higher paying job opportunities such as professional, legal, medical, management, and other occupations, as well as, a welcome opportunity for many households in need of a second wage earner.

Major retail trade and service employers (50 or more employees) in the Rockland area as of spring 2002 include:

<b>Table 2-5 Knox County Major Retail and Service Employers, 2002</b>			
<b>Name</b>	<b>Type of Business</b>	<b>Municipality</b>	<b>Number of Employees</b>
Penobscot Bay Medical Center	Health care	Rockport	600
Hurricane Island Outward Bound	Education	Rockland	326-600
MBNA New England	Bank	Rockland	352
Samoset Resort	Lodging	Rockport	300
Shop and Save	Grocery Store	Rockland	207
Maritime Energy	Fuel	Rockland	170
Farley & Sons Landscaping	Landscaping	Rockport	50-180
Shaw's Supermarket	Grocery Store	Rockland	128
Kno-Wal-Lin Home Care, Inc.	Health care	Rockland	125
Wal-Mart	Discount Store	Rockland	118
Wayfarers Marine	Marina	Camden	80

*Source: Mid Coast Regional Planning Commission, May 2002*

### Finance, Insurance, and Real Estate

The Rockland LMA has relatively high employment numbers in the finance, insurance, and real estate sector even though the location quotient is low (see Table 2-2). Many of these jobs are due directly to MBNA New England's recent move of some of its operations to Rockland and Camden. Prior to MBNA New England's new offices, the Finance, Insurance and Real Estate industries provided a very small percentage of the employment in the local job market. Low employment in the finance insurance and real estate sectors typically limits the major development of office space development that is often prevalent in other service centers. Rockland's designation as the county seat and the region's desirability as an area for retirement may help the City expand its small office market. Rockland has significant potential for office space development in the upper floors of the downtown buildings. Currently there are no detailed evaluations of office space need, availability, and quality.

### Wholesale Distribution

Low employment numbers and a low location quotient for wholesale trade indicate that the City does not play a central role in distribution. One exception to this is the shipping and distribution of fish and seafood. The lack of direct access to the interstate highway system, a major airport, a major rail line and a relatively small end-user market are limiting factors in Rockland's wholesale and distribution sector. However, the City, because of its centrality in the mid-coast area, may be able to take advantage of the need for regional and local wholesale distribution. Low employment in the distribution area typically limits major development of warehouse/wholesale distribution terminals, which is prevalent in other centers. Another factor may be the limited industrial land that is currently available within the City of Rockland.

## The Local Economy

### Construction

Construction employment in the Rockland LMA, fueled by the building boom of the late-1990's, increased by almost 40% between 1991 and 2000. Construction levels, particularly those of housing, are expected to remain high with the increase in retirees moving to the area. Residential construction will remain a noteworthy component of Rockland's economy. In a smaller economy, such as the Rockland LMA, commercial construction is often variable and dependent on specific projects rather than on economic trend.

### Government

Government generates a significant portion of Rockland's employment. In 2001 more than 16% of jobs were government related.

Major government employers (50 or more employees) in the Rockland LMA as of spring 2002 include:

Table 2-6 Knox County Major Government Employers, 2002		
Name	Municipality	Number of Employees
Maine State Prison	Warren	475-500
Maine School Administrative District #5	Rockland	252
Maine School Administrative District #28	Camden	240
Maine School Administrative District #50	Saint George	171
5 Town Consolidated School District	Camden	122
State of Maine Human Services	Rockland	102
Town of Camden	Camden	55 – 105
City of Rockland	Rockland	99
Knox County	Rockland	95
State of Maine Department of Transportation	Rockland	71
Town of Thomaston	Thomaston	50 - 75

*Source: Mid-Coast Regional Planning Commission.*

### Tourism

The Rockland area is an integral part of the tourism industry in the greater Midcoast region, stretching from Brunswick to Belfast. According to a November 1998 report by Longwoods International for the Maine Office of Tourism, the greater Midcoast region received an estimated 2,100,000 "person-trips" during 1997. 1,500,000 stayed overnight:

- 5% from January to March
- 29% from April to June
- 51% from July to September
- 15% October to December

The primary reasons for these trips were:

- recreation ..... 40%
- visit friends or relatives..... 45%
- business, personal, or other purposes..... 15%

## **The Local Economy**

Every fourth overnight traveler to Maine visited the Midcoast region making it the third most popular region in the State.

Rockland has seen considerable investment, both private and public, in its waterfront and tourist-support facilities. The two motels that bracket downtown have expanded recently. Three new marinas were developed in the City as support to both commercial boats and recreational and vacation boaters. MBNA New England recently completed a new call facility in the City with a quarter mile long boardwalk on the harbor that is open to the public during daylight hours. The City added streetlights, landscaping, sidewalk, and road improvements to Main Street downtown. Cultural and recreational resources like the Maine Lobster Festival, the Blues Festival, schooners, the Farnsworth Museum, and the Breakwater and Lighthouse, are magnets that draw visitors to Rockland. Rockland is an increasingly desirable tourist destination.

### **Retirement**

Retirement is not often thought of as an industry, however, an area's economic base is a mix of activities that bring new dollars in from the outside for expenditure and circulation in the local area. An area that attracts disproportionate numbers of retirees also attracts disproportionate shares of social security payments, pensions, dividends from investments, and other sources of outside income upon which retirees depend.

The Rockland LMA is well established as a destination for retirees who wish to migrate from the metropolitan northeast to the Maine coast. As a result, the 2000 Census shows that 19.5% of Rockland's population is 65 or older (compared with an estimated 14.4% statewide and 12.4% nationwide); and an estimated 23% of households in Rockland are headed by a person who is retired. These retirees are an underpinning of Rockland's economy. According to the 2000 Census, 31.9% of Rockland residents receive social security income. Statewide, 28.9% of residents receive social security income.

Industries in the area that are supported by the retirement industry include construction, health care, restaurants, and other retailers. Some residential projects are marketed specifically to retirees and empty nesters. As an example, Bartlett Woods, was developed as a congregate care community including a forty-eight unit apartment building and individual townhouse units with central dining facilities and health care services. Among the area's employers that cater to retired residents are Shore Village Nursing Home, Penobscot Bay Medical Center in Rockport, the Knox Center in Rockland, Kno-Wal-Lin in Rockland, and Quarry Hill in Camden.

There is some support for the view that a local public transit system would encourage more of the retirement community to locate in Rockland.

### **Commuter Patterns**

There are more employment opportunities in Rockland than are available employees residing in the City. The majority of those who live in Rockland also work in Rockland. In addition, commuters flow into Rockland from surrounding towns to fill the additional employment needs of Rockland employers.

<b>Table 2-7 – Principal Commuter Patterns, 1990</b>	
<b>City of Rockland</b>	
<b>Where Rockland Residents Go to Work</b>	<b>Percentage</b>
Rockland	69.5%
Rockport	7.3%
Camden	5.4%
Thomaston	4.6%
Lincoln County	3.0%
Bath	2.0%
South Thomaston	1.6%
St. George	1.6%
Warren	1.4%
Elsewhere	3.6%

According to the 1990 Census, over two-thirds (69%) of Rockland's employed residents stayed in Rockland to work. About 30% commuted out of town: nearly a quarter to other communities in Knox County, such as Rockport, Camden, Thomaston, and smaller shares to Lincoln County and Bath (see Table 2-7 and Table 2-8).

<b>Table 2-8 – Where Workers Come From to Fill Jobs in Rockland, 1990</b>	
<b>Municipality</b>	<b>% of Community's Work Force Employed in Rockland</b>
Rockland	69.5%
Owls Head	49.6%
South Thomaston	43.1%
Thomaston	39.7%
St. George	33.3%
Cushing	26.5%
Warren	25.7%
Rockport	24.7%
Union	21.3%
Hope	20.0%
Appleton	19.9%
Friendship	16.9%
Camden	14.7%
Washington	13.0%
Waldoboro	11.3%
Vinalhaven	2.1%

Source: 1990 Census

Though the market has changed significantly in the decade following 1990 it is clear that Rockland still has the most jobs in the LMA. Commuter patterns into Rockland have probably increased due to an increase in jobs in the City of Rockland and a decrease in population in the City. Though many of the percentages may have changed, they most likely still reflect the overall patterns in the 1990 Census data.

## The Local Economy

### Retail Sales

Rockland has historically played the role of a “community center” level commercial area. The community center typically contains 100,000 to 250,000 square feet of commercial space and requires a market area of at least 20,000 people and, for larger community centers, 40,000 people or more.

The Primary Trade Area for Rockland extends primarily to the south and west but include some areas to the north. The Trade Area includes the City of Rockland and the towns of Warren, Owls Head, Union, Thomaston, South Thomaston, St. George, Friendship, and Cushing, plus the Route 17 corridor into West Rockport. This market area has a year-round population of approximately 26,000. The rest of Rockport, Camden, Waldoboro, Appleton, Hope, and Washington constitute a Secondary Trade Area, with a year-round population of over 16,000.

The year-round population of the trade area is sufficient to support Rockland as a community center. The year-round population is supplemented by a summertime increase of seasonal homeowners and visitors. According to the 2000 U.S. Census, the Primary Trade Area for Rockland includes 1896 seasonal homes, and the Secondary Trade Area includes 1175 seasonal homes. There is no official estimate of the actual summer population. However, a comparison of third quarter retail sales with the average level of sales during other parts of the year suggests that the population increases by an average of about 20% during the summer quarter in the Primary Trade Area, and by about 100% in the Secondary Trade Area. The Camden area has a much more pronounced jump in seasonal traffic and sales than does the Rockland area. During the summer months, the Primary Trade Area's population approaches 33,000, while the Secondary Trade Area's population approaches 32,000.

For stores in the City of Rockland as a whole, taxable consumer retail sales grew by 29% from 1996 to 1999. In 1999, retail sales in the City dropped over 10% in one year. Retail sales between 1999 and 2001 have nearly recovered the loss from in 1999 with a growth rate of 9% in retail sales (See Table 2-9). The City's sales will probably show a continual, but slow, increase over the next two or three years.

As Table 2-9 shows, sales have been increasing throughout the region except for 1999 where taxable consumer sales in Rockland and the Rockland Area slipped. The City's taxable consumer retail sales in 2001 represented about 74.4% of all such sales in the Rockland Area and about 48.4% of all such sales in the Rockland and Camden areas combined.

<b>Table 2-9 – Taxable Consumer Retail Sales 1997-2001 (in millions)</b>						
					<b>City of Rockland as % of:</b>	
<b>Year</b>	<b>Rockland (City)</b>	<b>Rockland Area</b>	<b>Camden Area</b>	<b>Rockland &amp; Camden Area</b>	<b>Rockland Area</b>	<b>Rockland &amp; Camden Area</b>
1997	161.3	222.2	99.0	321.2	72.6%	50.2%
1998	191.3	251.5	112.6	364.1	76.1%	52.5%
1999	171.8	240.9	120.5	361.4	71.3%	47.5%
2000	184.1	249.5	130.0	379.5	73.8%	48.5%
2001	187.4	251.7	135.3	387.0	74.4%	48.4%

Source: State Planning Office

## The Local Economy

Within the City, the mix of taxable consumer retail sales by category in 2001 was as follows:

**Table 2-10 – Retail Sales Tax - 2001**

Building supply stores .....	\$ 19.3 million
Food stores .....	\$18.5 million
General merchandise stores .....	\$59.6 million
Other retail stores .....	\$15.9 million
Auto and transportation .....	\$41.9 million
Restaurants and lodgings .....	\$20.0 million

Increasingly, Rockland's retail base has expanded out of its Downtown to suburban shopping facilities in the Park Street and Camden Street districts.

In 1999, Eastern Appraisal & Consulting completed a Community Retail Trade Area Analysis for the City of Rockland. The Analysis compared economic surplus/leakage and pull factors based on certain merchandise categories.

Economic surplus/leakage is an indicator that determines whether a community is drawing or losing potential revenue by comparison to other communities of comparable size or demographics in Maine. Other communities that Rockland was compared against in this analysis are Belfast, Camden, Ellsworth, Farmington, and Skowhegan. Table 2-11 shows the surplus by merchandise category. Table 2-12 shows the leakage by merchandise category.

**Table 2-11 – Rockland Economic Surplus**

<b>Merchandise Category</b>	<b>Potential Sales</b>	<b>Actual Sales</b>	<b>Surplus</b>	<b>Percentage of Surplus</b>
Consumer Retail	\$143,056,534	\$180,845,000	\$37,786,466	26.41%
Food Stores	\$17,362,886	\$21,374,000	\$4,011,114	23.10%
General Merchandise	\$35,810,238	\$50,698,000	\$14,237,762	41.16%
Other Retail	\$14,530,987	\$42,613,000	\$28,082,013	193.26%

**Table 2-12 – Rockland Economic Leakage**

<b>Merchandise Category</b>	<b>Potential Sales</b>	<b>Actual Sales</b>	<b>Leakage</b>	<b>Percentage of Leakage</b>
Building Supplies	\$18,881,096	\$14,052,000	\$4,829,096	-25.58%
Auto Transportation	\$36,857,888	\$35,198,000	\$1,659,888	-1.54%
Restaurant & Lodging	\$20,513,825	\$16,910,000	\$3,603,825	-17.57%

*Data Source: Eastern Appraisal & Consulting, 1999 (tables 2-11,2-12)*

Though the method is not exact due to a number of variations, this analysis does provide some insight into whether Rockland is filling the regional and local needs for retail sales, and if not where there is potential for growth. Table 2-11 shows that Rockland is strong in retail sales and food sales. Much of this strength comes from the large food stores and discount centers located in the Camden

## The Local Economy

Street commercial district. Keeping these businesses in Rockland and allowing for their future growth are the challenges facing Rockland. According to the analysis, building supplies, auto transportation, and restaurant & lodging are areas where there seems to be potential for growth, or significant competition from surrounding communities. Building supplies shoppers are being pulled away from shopping for their supplies in Rockland. Competition from building supplies stores in surrounding towns and the limited number of actual building supplies stores in town (2) are most likely the cause of this “leakage”. Building supply stores are often more accepted in rural communities because they supply much needed farming and property maintenance equipment. Auto Transportation shows very little leakage, the discrepancy is probably due to competition from automobile dealerships in Thomaston. The Midcoast region is highly tourist oriented. There are a number of restaurants and lodging facilities scattered through the towns surrounding Rockland. Rockland also has historically been seen as an urban place and not as a tourist destination. As Rockland continues to become more attractive as a tourist destination, the opportunities in filling this leakage will increase.

The Pull Factor is a per capita comparison to the average State per capita. If the factor is greater than one (1.00) then the indication is that more money is being spent in the community than in the average community in Maine. If the factor is less than one (1.00) the opposite is true. In the 1998 analysis all pull factors were significantly higher than one (1.00)(see Table 2-13).

<b>Table 2-13 – Pull Factor for Rockland 1998</b>	
<b>Merchandise Category</b>	<b>Pull Factor</b>
Other Retail	6.06
General Merchandise	3.71
Consumer Retail	2.99
Food Stores	2.80
Auto Transportation	2.42
Building Supplies	1.74
Restaurants and Lodging	1.60

Though the pull factors are all high, when compared, they reflect the surplus and leakage data. Building Supplies and Restaurant and Lodging both rank low in Pull factor and show leakage.

### Commercial and Industrial Land Use

The settlement patterns of the land have shaped the character of Rockland; how it may be used in the future is central to the entire comprehensive planning process.

Rockland's earliest economy was centered around its harbor. It was around this waterfront that a village center and development patterns evolved. With mobility limited to walking and horses, the development pattern was compact, with residential, commercial, and industrial functions closely integrated. The harbor, downtown, and adjacent neighborhoods of the City are vivid reminders of this historic development pattern. With the advent of the lime industry, Park Street, Limerock Street, Rankin Street, and Cedar Street were developed to lead straight to the waterfront.

Rockland currently has twelve (12) commercial zone districts and one industrial zone district. The number of commercial zone districts is higher than all other communities in the region and more than most other communities in the State of Maine.



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Commercial and industrial land use in Rockland is concentrated in four areas (districts):

- **Downtown** - On Main Street and along the harbor. Visual, pedestrian, and commercial/industrial access to the harbor is a major attraction to the Downtown and waterfront area for both the local and the tourist populations. Both Downtown and the harbor host a full array of high intensity uses, including water-dependent and water-related uses, small retail, service, lodging, water-oriented recreation, restaurant establishments, and civic/public uses. There are opportunities for expansion in some areas.
- **Park Street** - On New County Road, Payne Avenue, and Park Street, extending west to east from the Thomaston town line to downtown. Entering the community, commercial and industrial uses reflect a highway location. Development is spread out on larger lots than downtown. This area is essentially developed. Landscaping, lighting and other streetscape improvements have been added to sections closer to downtown recently. There are some additional opportunities to expand on this base of amenities.
- **Camden Street** - On Camden Street and Maverick Streets. This is Rockland's highway commercial shopping area. The area has developed commercially and continues to attract interest from businesses for new development. The area has some of the most picturesque views of Rockland Harbor from Route 1 that are being diminished with increased development in the area. This is probably the area of the City where the strongest commercial growth pressures will be felt in the coming decade.
- **The City's Industrial Park.** The City's Industrial Park is located one (1) mile from Route 1 off of Broadway and Thomaston Street. The approximately 92-acre Park is made-up of relatively large lots. While some vacant land remains, wetlands limit significant additional development and all are privately owned. In effect, there is little new development potential remaining without expanding the boundaries of the park.

### Downtown Rockland

Rockland's Downtown occupies a mile long, one-block deep stretch of Route One adjacent to Penobscot Bay. The primary location of Downtown can be considered along Main Street from Pleasant Street on the south, to Rankin Block on the north. Commercial growth in Rockland is occurring primarily north of downtown towards the Rockport town line.

Downtown Rockland is a compact, historic, and cultural commercial district of similar scale and style to others built in the late 19<sup>th</sup> century. Downtown buildings consist principally of two and three story block buildings located close to the sidewalks, many of them brick. The first floors are primarily retail stores, while the upper floors are often used for small offices and apartments. Downtown has a number of short blocks divided by fifteen streets connecting Main Street and Union Street to the west. While Main Street serves as the center of retail activity with secondary office uses, the numerous side streets offer access to other small offices and parking lots. A number of institutional, financial, and governmental uses are located on Union Street. Portions of Rockland's downtown have been designated a National Historic District.

### Role of Downtown

Downtown's mix of retail stores reflects that of a transitioning community center. Table 2-14 shows the mix of ground floor storefronts downtown for 1993 and 2002. The Downtown area in this table includes

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the ground floor storefronts along Main Street to the Rankin Block, the side streets between Main and Union Streets, and Park Street between Union and Main Street.

<b>Table 2-14 – Downtown Rockland Businesses</b>		
<b>Business Type</b>	<b>1992</b>	<b>2002</b>
<b>Retail goods stores</b>	<b>63</b>	<b>75</b>
Drug Store	2	2
Bank	6	5
Barber shop/hair salon	9	8
Auto parts	2	1
Hardware store	1	0
Paint and wallpaper store	2	1
Photo supply store	1	2
Medical oriented establishment	4	11
Fitness center	2	0
Travel agency	3	1
Card shop	1	1
General merchandise store	3	10
Clothing store	6	7
Bridal shop	1	0
Book store	4	3
Furniture store	3	1
Appliance store	1	1
Hobby shop/pet shop	1	3
Office supply/art store	1	2
Jewelry store	1	2
Housewares store	1	6
Gift store	3	6
Flower shop	2	1
Antique store	4	2
Convenience food store	0	1
Manufacturing	0	1
<b>Services/entertainment</b>	<b>10</b>	<b>35</b>
Service offices	Unknown	23
Museum	1	1
Art gallery	0	7
Movie theater	1	0
Billiards room	1	0
Church	1	0
Motel	2	2
Radio station	2	0
Realtors	2	2
<b>Restaurant</b>	<b>13</b>	<b>13</b>
<b>Vacant</b>	<b>6</b>	<b>4</b>

Of 92 storefronts, only 6 were vacant at the time of our inventory in early February 1993 compared with 4 vacancies of 100 (excluding service offices) storefronts in 2002. The vacancy rate in downtown storefronts has remained low; the ratio of retail to service storefronts has remained primarily the same. The most significant change in the face of downtown between 1993 and 2000 has been the types of retail and service stores. In general, the number of retail stores that are high end or tourist oriented has increased. The number of stores focused on products for local consumption and daily goods

## The Local Economy

has decreased slightly. The largest change is in the service storefronts. Uses such as billiards halls, theaters, and churches have disappeared while the number of art galleries has jumped from 0 to 7. The number of restaurants has stayed the same. While this comparison is not exact, it provides a picture of the changes that have occurred downtown. The storefront inventory shows a changing, but healthy, business environment.

In addition to these storefront uses, there are many upper floor spaces, some of which are used as retail shops, offices and apartments. In the summer of 2000, the City of Rockland Community Development Department and the Rockland-Thomaston Chamber of Commerce conducted a joint study focusing on the upper floors of Downtown buildings. The results of the survey were followed up with a meeting with the Downtown Merchants in the fall 2000. Results of the survey provide a clear picture of the downtown and the struggles that it is facing. 38 owners representing 261,531 square feet of downtown property responded to the questionnaire. Downtown Rockland in 2000 had an 81% occupancy rate according to questionnaire responses, which is considered healthy occupancy rate among similar sized cities. 54% of the occupied space was owner occupied, while 46% of the occupied space was leased. Of the leased space, 60% was retail and office while 40% was residential. See Table 2-15 for a retail/office and residential breakdown.

<b>Table 2-15 – Downtown Leased Space</b>		
<b>Floor</b>	<b>Retail/office</b>	<b>Residential</b>
Total	59,100 s.f.	38,176 s.f.
1 <sup>st</sup> Floor	41,930 s.f.	0 s.f.
2 <sup>nd</sup> Floor	13,770 s.f.	17,770 s.f.
3 <sup>rd</sup> Floor	3,400 s.f.	18,526 s.f.
4 <sup>th</sup> Floor	0 s.f.	1,880 s.f.

Respondents noted the following obstacles facing downtown: Parking, wastewater treatment plant smell, and the cost of renovating to meet current standards. Many of the respondents noted a need for basic goods to be provided downtown; grocery stores, clothing stores, restaurants, etc.

A strong mix of retail goods stores is indicative of a community center. However, the evolution of retailing in Rockland has taken its toll on this traditional role for downtown.

First, one of the key draws of a community center is missing; there are no significant grocery or food stores in Downtown. A former grocery store space at the southern end of Downtown on Park Street is now a Rite Aid Drugstore that provides very limited food product. There is also a small organic food co-op located on South Main Street and a small convenience food store is located on the northern end of downtown.

Second, competition from newer discount retail stores and grocery stores located in the Camden Street commercial district successfully attract automobile traffic and therefore customers.

However, downtown continues to play an important role as a community center. Due to strong competition from the shopping centers, Downtown has had to continue to find the niches within which it can thrive. It must increasingly target market segments that are not as well served or at least are not fully served by the competing mass merchandising community centers such as Augusta and Bangor.

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### **Performance**

No sales data specific to Downtown are available. Downtown sales vary depending on the specific market and the commercial mix. Downtown markets will obviously be stronger in specialty products and services rather than discount services that are primarily provided by “suburban” types of stores.

Downtown is most likely capturing large shares of other types of general merchandise stores and "other retail" stores. "Other retail" stores include drug stores and specialty stores, like bookstores, jewelers, photo supply, sporting goods stores, etc. A critical mass of these types of stores has not assembled in or near the new shopping centers. Downtown, with two sizable motels and two bed and breakfast establishments, has an important presence in the lodging market. Many of the restaurants in the Downtown are small, but probably represent a noteworthy share of citywide restaurant sales.

### **Strengths and Weaknesses**

Downtown has several important strengths to exploit and weaknesses to overcome.

#### The strengths include:

- the continued strong mix of stores critical to its role as a community center;
- the continued presence of the variety of small specialty stores;
- identity as a community banking center;
- the land uses around Downtown, which should be viewed as built-in markets. These include professionals who are associated with the county government, health care, and museums, and the residents of the compact neighborhood to the west, who have easy access into Downtown;
- the physical layout of Downtown, with the short, walkable blocks and proximity of stores to each other; and the historic, human scale of Downtown, with its comfortable three-story buildings and two-lane Main Street;
- downtown's location in an intercepting position between much of its primary market area, which lies to the south, and the strip shopping centers to the north;
- the Farnsworth Museum; located in the Downtown area makes this a cultural destination. The museum continues to enjoy growing national recognition and prominence;
- proximity to the waterfront and marinas, which will be advantageous as it builds a stronger base for recreational use and increased numbers of visitors; and,
- reasonably priced space, including a number of owner-occupied spaces.

#### Weaknesses include:

- vulnerability to highway commercial competition;
- ability to bypass via Route 1A and Route 90;
- lack of convenient parking and handicapped parking;
- lack of anchor businesses; and,
- lack of basic service businesses such as grocery stores.

The Rockland downtown is changing its complexion reacting to changes in the community and the competition. Rockland's downtown has shifted away from supplying daily need goods to more specialty shops and increasingly oriented towards tourism. Downtown's stores appear to be transitioning to more expensive specialty items to avoid competing with large discount stores in the Park Street and Camden Street commercial districts.

## **Park Street**

Park Street (Route 1) west from downtown to the Thomaston line is developed with a number of small businesses. The commercial district also includes development along New County Road and Payne Avenue (Route 1). Many of the businesses located in this commercial area are oriented towards local residents and provide basic and/or discount services and products. Some of these establishments are: gas stations, car washes, laundromats, discount stores, hardware stores, used car sales and restaurants. Many of the business types that are no longer viable in the downtown have moved to this commercial district. There is limited potential for additional commercial development in this area; however, redevelopment of underutilized parcels is an option. There are very few large commercial or industrial ownerships in this commercial area. Lot size tends to be smaller as Park Street extends east towards the waterfront. Nothing significant alerts the traveler that he or she is entering Rockland. As one of the major entrances to the City, there is a need for the development of a "gateway" with improved signage, landscaping, and other streetscape improvements. Plans for a gateway park have been proposed along Route 1 in this commercial strip. Many of the existing commercial structures are aging, but generally do not represent the historic character or development patterns of Rockland. While many of these structures could use some updating, redevelopment of these properties may be difficult due to the limited lot sizes, the current parking, and setback regulations. This commercial district blurs into the commercial district in the Town of Thomaston along Route 1. Much of the Thomaston commercial district is often mistaken to be a part of the City of Rockland. Businesses naming themselves with the Rockland name in Thomaston often add to this confusion. Adding a gateway and creating zoning that reflect the Rockland culture more closely in this area may help to further define this municipal line.

The Rockland City Hall is located just outside the district on Pleasant Street. The Rockland Public Safety Building is currently located along Park Street on the corner of Broadway.

## **Performance**

No sales data specific to the Park Street district are available. Based on the current mix of businesses and the size of the commercial district, the Park Street District probably brings in less retail sales than either the Downtown or the Camden Street District. Park Street is a mix of smaller discount stores, local services, restaurants and small businesses. Many of these businesses are attracted to this district because of the low rents and high traffic volumes.

Park Street does not have a critical mass or well-known anchor stores to be a destination commercial district. Businesses are highway oriented and provide for limited pedestrian access except for close in to downtown. The wide variety of businesses with low density commercial and limited vacant commercial lots allow for limited future development.

## **Strengths and Weaknesses**

Park Street has several important strengths to exploit and major weaknesses to overcome.

### The strengths include:

- the continued strong mix of stores providing everyday and specialty services;
- it's Route 1 location providing significant traffic counts and high visibility;
- Park Street's location between much of its primary market area to the south and west, and the Downtown and Camden Street districts to the north allow the businesses to intercept consumers;
- a large trade area to the south and west in need of everyday goods that are no longer provided downtown;

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- easy automobile access;
- businesses with plenty of on-site parking; and,
- reasonably priced rents, including a number of owner-occupied spaces.

### Weaknesses include:

- strong competition from Downtown businesses for specialty good markets;
- strong competition from large discount stores and national chain restaurants in the Camden Street district;
- lack of pedestrian friendly environment that helps to create a critical mass for destination shopping for smaller businesses;
- lack of anchor businesses; and,
- Park Street's location away from the waterfront, marinas, and tourist attractions, limiting its draw to highway traffic.

With downtown holding a significant share of tourist and specialty shops, and with Camden Street having the lion's share of national chain and discount stores, the Park Street district faces a difficult commercial environment. The markets in this district are not as clear and these businesses are not as well organized as those in Downtown. Due to the size of the trade area, Park Street may not be able to compete as well with these other districts, so it must find a separate niche. However, high traffic counts and visibility are strong, positive factors. Development of a gateway, as well as city support of improving the character of the area may help to spark commercial growth or redevelopment.

## **Camden Street**

The Camden Street commercial district includes Camden Street (Route 1) north of downtown to the Rockport town line and Maverick Street headed west to the intersection with Route 17. Most new commercial development in the past twenty years has occurred in this commercial district. This commercial district is primarily highway-oriented development. The primary difference between this and the Park Street district has been the availability of larger parcels of land that are zoned for commercial uses. Many of these large parcels are either undeveloped or developed as single-family homes. This commercial district consists of much larger commercial structures including two shopping centers and a large freestanding discount store. Rockland Plaza is over forty years old and has Hannaford, JC Penney, and Subway as tenants. The Harbor Plaza is over 15 years old and has Shaw's and Ames (as of this writing, Ames is going out of business) as anchor stores, and a number of smaller retailers as tenants. Wal-Mart built a freestanding retail store adjacent to Harbor Plaza nearly ten years ago. There are currently a number of national retailers and restaurant chains looking at properties in the area. This area is particularly attractive to commercial businesses because of the larger lots, Route 1 traffic, central location, easy access, utility access, and Rockland's continuing support for commercial development. With the development have come both increased traffic congestion and a diminished ability to adequately and safely handle the flow of traffic. Balancing the type and scale of commercial development with the adjoining residential neighborhoods and the Downtown is important for Rockland's future. Also this section of Route 1 has some of the best views of Penobscot Bay. Maintaining the quality of the views and access to those views are important to the City and the tourist industry.

## **Performance**

No sales data specific to the Camden Street district is available. Based on the current mix of businesses and the size of the commercial district, the Camden Street District probably produces the highest amount of retail sales in the City of Rockland. Camden Street's mix of large discount stores, fast food chains, auto dealerships, and other retail stores and restaurants has it poised as a "community center" level commercial area. These shopping centers have a Primary Trade Area that extends to a

## **The Local Economy**

larger area than the downtown and the Park Street district. The supermarkets command most of the food store sales in the region, leaving little opportunity for general grocery sales in other parts of the City or in other communities. The department stores have preempted most of the discount sales of general merchandise. The location and design of these businesses provide for only limited pedestrian access except for along Maverick Street. It is expected that those national retailers and restaurants expressing a desire to come to Rockland will choose to develop in this commercial district.

### **Strengths and Weaknesses**

Camden Street has several important strengths to exploit and weaknesses to overcome.

#### The strengths include:

- The strong mix of national chain stores that have a trade area that is often larger than a local store or restaurant;
- It's Route 1 location providing significant traffic counts and high visibility;
- Proximity to the towns of Rockport and Camden;
- Two large regional grocery stores that attract consumers from a large trade area;
- Easy automobile access;
- Plenty of on-site parking for businesses;
- Larger vacant and underutilized properties available for development;
- Zoning that allows for future commercial development: and,
- Lighthouse tourism brings traffic to Camden Street.

#### Weaknesses include:

- Competition from Downtown and Park Street businesses for specialty good markets;
- Traffic congestion;
- Lack of local character that would attract much of the transient population (tourists) in the summer;
- Lack of a pedestrian friendly environment; and,
- Lack of residential neighborhoods directly adjacent to the commercial development, built-in markets.

The trade area for the Camden Street District is much larger than both the Downtown and Park Street districts. Camden Street's focus on highway-oriented development has been very successful, however as development continues, available land will decrease in this commercial district. Rockland must look towards how to most efficiently use the commercial resources to assure that Camden Street stays a viable, healthy commercial district while protecting views of Penobscot Bay.

### **Rockland Industrial Park**

A major focus of the economic development effort in recent years has been the Rockland Industrial Park, the first industrial park in the region. The Rockland Industrial Park began development in 1974. The park is located 1 mile south of Route 1 on Broadway. The park has public sewer and water service, utilities, and access to Route 1. There are 30 lots in the 92.13-acre park and many of the major manufacturing employers in the City of Rockland are located in the park. As of May 2002, all but one lot in the industrial park were occupied. Nautica, Inc. announced in March of 2002 plans to close their operations located in the Rockland Industrial Park, the closure is expected to be complete by 2003. Finding a buyer for the vacant Nautica building may prove to be difficult, as new businesses to a region are often looking for vacant land to develop rather than redeveloping an existing structure to meet their needs. The remaining vacant land in the industrial park is not developable due to wetland limitations. Acquisition and development of additional land will be necessary if the park is to be expanded.

## The Local Economy

**Table 2-16 – Rockland Industrial Park 2002**

<b>Lot</b>	<b>Business</b>	<b>Type of Business</b>	<b># of Employees</b>
Map 61 B1	Mail Services/Target	Marketing	50
Map 61 B2	The Courier Gazette	Newspaper	27
Map 61 B3	Harbormill Works, Inc.	Milling	8
Map 61 B3-1	Multi-Composties	Boat building	1
Map 61 B4	Dodge Enterprises	Machine shop	N/A
Map 61 B4-1	York's Marine	Boat building and repair	10
Map 61 B5	Maine Oxy-Acetylene	Welding supplies	2
Map 61 B6	Marine Hydraulic Engineering	Hydraulics for lobster industry	7
Map 61 B7	Kalloch Fuel	Heating fuel	19
Map 61 B8, 9 Map 62 A13, 15	North End Composites	Boat building and repair	86
Map 61 B10	Central Maine Power	Utility	36
Map 61 B11	Interstate Septic Systems	Septic Disposal	9
Map 61 B12	Vacant		-
Map 61 B13	Weatherend	Estate Furniture	64
Map 61 B14	Evolution Marine	Boat building and repair	N/A
Map 61 B14	Schooner Bay Taxi & Limo	Transportation Service	2
Map 61 C1	Knowlton Moving	Moving Company	15
Map 61 C3, 7	Vacant (Nautica building)	Warehousing	0
Map 61 C6	Cedar Works	Children's play set construction	30
Map 61 C8	Fox Island Transport	Seafood Distributor	4
Map 61 C9	J&B Printers	Silk-Screen Printer	4
Map 61 C10	Oak Island Seafood	Seafood Distributor	20
Map 61 C11	Lydon Bricher	Furniture Cover Manufacturer	24
Map 61 C12	C.N. Brown	Heating Fuel	0
Map 61 C12-1	F.W. Webb	Industrial Supplies	5
Map 61 C13	UPS	Parcel Distribution	N/A
Map 62 A12	North Atlantic Seafood	Distributor	N/A
Map 62 A14	Fisher Engineering	Snow Removal Equipment	180
Map 62 A17	Stuart Marine	Boat building and repair	6

*Source: Mid-Coast Regional Planning Commission, May 2002.*

### Home Occupations

Home occupations are permitted in Rockland's Residential A, B, B-1, Community Business, and Commercial Districts. The number of home occupations in Rockland is unknown; however, they are thought to be of increasing importance to many households. As a way of enforcing the appropriate level of business in residential neighborhoods three levels of home occupations should be defined as follows:

Level 1 home occupations should have no visible outdoor evidence of the use. They might include the offices and work space for resident authors, people involved with telecommunications, or the like. There should be no employees outside the immediate family-in-residence, no face-to-face sales or services conducted on the premises, and any deliveries should be made by mail, UPS, or similar services. Level 1 home occupations should be able to operate virtually anywhere in the City as long as they can meet the standards of the Level.



## **The Local Economy**

Level 2 home occupations should have very low impacts. They might include the offices of a single doctor, lawyer, dentist, or other professional, a single-pupil instructor, or a small in-home daycare (6 or fewer children). There may be one employee from outside of the immediate family-in-residence. No noise beyond the limits of the property should be allowed. The business should be limited to a specified percent of the structure, for example 20 percent. Hours of operation, parking limits, lighting, and fencing should all reflect neighborhood standards. No outdoor storage should be allowed except for one small-scale vehicle. Clients may come to the home for face-to-face interaction, however, only incidental sales should be allowed. Deliveries should be made by mail, UPS, or similar services. Limited residential-scale signs may be allowed.

Level 3 home occupations may have moderate impacts of use. They may include larger day care facilities, tradesmen shops, or studios. There may be up to three employees from outside the immediate family-in-residence. No noise beyond the limits of the property should be allowed. The business should be limited to a specified percent of the structure (somewhat more than that of Level 2 home occupations), for example, 30 percent. Hours of operation, parking limits, lighting, and fencing should all reflect neighborhoods standards. Employee parking should be provided on-site. Clients may come to the home for face-to-face interaction, however, only incidental sales should be allowed. Level 3 home occupations should only be allowed in selected areas of the community and only as long as performance standards can be met. Standards should be developed to restrict outdoor storage.

## **Economic Development**

Economic and Community Development Departments have been a recognized municipal function in Rockland for some time. The City supports and participates in the Eastern Maine Development Corporation's economic development efforts. This agency is active in identifying the strengths, weaknesses, opportunities, and threats to economic development in Knox County.

At a focus group of Knox County business people in late 1992, the principal advantages to locating a business in the Knox County region were identified as:

- quality of life;
- high quality natural environment;
- committed people with strong community roots;
- lack of concerns about security;
- excellent ocean water quality;
- recreational opportunities;
- easy to recruit senior professional/technical talent;
- good work ethic; and,
- strong, committed local bank.

Some disadvantages described were:

- very poor state-level business climate because of workers compensation and environmental regulation;
- excessive, unproductive environmental regulation at all levels of government;
- distance to markets and suppliers;
- poor transportation access (highway access is poor, air service is difficult);
- lack of post-secondary education opportunities;

## **The Local Economy**

- limited business commitment to improve the economy; and,
- limited access to sophisticated business services.

While many of these advantages and disadvantages are still affecting the business climate today, there have been some changes. Rockland is identified as the only area in Knox County with any appreciable industrial real estate. It is also seen as an area that has one of the County's more reasonable regulatory climates and is viewed as being supportive of business. The business community does appear to have some concern that public pressures are pushing the City to be more restrictive.

Rockland has many features that should support additional economic development. It has land areas served by public facilities and services, including:

- public sewer, with excess capacity at its treatment facility;
- public water;
- access to three-phase power;
- rail, with access to a deep-water harbor;
- an airport nearby in Owls Head;
- full-time professional fire, police, and emergency services with unparalleled response times;
- a historic, walkable Downtown adjacent to an accessible, scenic waterfront; and
- a government that is willing to work in partnership with the business community as evidenced by past use of the Community Development programs and tax-increment financing (TIF).

The City of Rockland Economic Development Advisory Committee anticipates revisiting this report in 2002 in order to update the list.

A Strengths, Weaknesses, Opportunities, and Threats Analysis (SWOT Analysis) by the Rockland-Thomaston Chamber of Commerce was recently completed in 2002. Survey input from the analysis was from Chamber of Commerce members and from the Chamber Board of Directors, 15 people in all. The SWOT Analysis respondents noted the following:

### Rockland strengths:

- natural beauty of the area;
- quality of life;
- Rockland Harbor and water front;
- school system;
- location as a transportation hub (inclusion in MDOT future plans); and,
- business community.

### Rockland weaknesses:

- lack of affordable housing;
- cost of living;
- lack of fiscal and regulatory investment in the historic character of Rockland;
- no year round public bathrooms; and,
- lack of public transportation.

### Rockland opportunities:

- passenger rail service;
- potential for waterfront development, both tourist and transportation development;
- ability to forge relationships with surrounding towns and chambers; and,

## **The Local Economy**

- downtown development and beautification.

### **Rockland threats:**

- high cost of living;
- lack of vision; and
- Strip mall and big box development.

### **Commercial Analysis**

Rockland has always been the commercial and service center for the region. As the region has grown so have the commercial needs of the region. Surrounding communities continue to put more restrictive regulations on commercial development thereby putting more and more pressure on Rockland to provide the regional commercial, industrial, and service needs. Once the limited remaining commercial land along Camden Street is developed, Rockland will have very little viable commercial land left, with the exception of land for redevelopment.

If commercial growth continues at the lower structural density as has occurred in the past 50 years Rockland will use up its commercial land much quicker than if developed in a more conservative manner. More structural density also allows for less infrastructure development per dollar of valuation.

### **Issues and Implications**

- (1) Rockland's downtown is transitioning from a community business center to a center that provides specialty goods and tourist oriented goods. What economic role does the City foresee for Downtown? Should the City continue to be active in market research efforts to determine the appropriate direction for Downtown and other commercial development?
- (2) Commercial areas in Rockland are quickly being developed. In the next ten years, will there be adequate commercial land? Is the commercial land being used efficiently (i.e. shared parking, functional green spaces not just parking strips, encourage multiple use buildings, require a pedestrian friendly design, etc...)?
- (3) Rockland's Park Street district is struggling to find a market niche. The Park Street district is also the Gateway into Rockland. Should the City help to organize the businesses to create an area wide plan? Should the City revisit the zoning in this district to enhance its economic viability?
- (4) Some of the best views of Penobscot Bay from Route 1 in Rockland are located in the Camden Street district. Should the City pursue policies to protect these views?
- (5) Demand for commercial land has resulted in the conversion of 11 acres of residential uses to commercial uses, thus eroding into existing neighborhoods. Commercial growth in Rockland is quickly out pacing residential growth; housing units are lost each year to commercial development. Is there a need to protect existing residential neighborhoods from the negative impacts of commercial/industrial development? Are existing zoning designations appropriate? Is there a need to reconsider allowed uses in the existing zones? Are performance standards addressing the impacts of traffic, lighting, and hours of operation the answer to resolving conflicts?
- (6) Rockland currently has twelve (12) commercial zones. Is this too many commercial zones? Should the City review their existing zones to consolidate where possible?

## **The Local Economy**

- (7) Tourism's role in the Rockland economy is increasing, but as tourism increases, it can affect "way of life" issues, like summertime traffic congestion and character of Downtown. How should the City balance the economic vs. "way of life" needs of the community?
- (8) In the past, the City has provided and financed services in the Downtown area (such as sidewalks, lighting, tree-planting, and municipal parking). How should the City continue to partner with Downtown and the waterfront area? To what level? Should such services be primarily the burden of the property owners that most directly benefit from them? Should similar services be extended to other commercial areas?
- (9) Is there a demand for more office space? Should the City encourage offices to locate in the upper floors of Downtown? Should the City review the Business Park zone to provide more opportunity for office building development?
- (10) The Industrial Park is essentially developed. Should the City seek land, and extend infrastructure if necessary, to provide additional Industrial Park opportunities? Is there a need for additional industrially zoned acreage?
- (11) Three levels of home occupations were defined in Chapter 2 of the current adopted Comprehensive Plan. Should the City incorporate these definitions in the ordinances?

## **Goals, Policies and Strategies**

**Goal: Promote Rockland's tourist economy.**

### **Policies:**

1. Promote Downtown Rockland as an historic area adjacent to the harbor and waterfront activities.
2. Preserve and maintain visual and pedestrian access to the harbor.
3. Continue to promote and encourage the development of Rockland as a destination.
4. Explore opportunities for promoting the natural beauty and outdoor recreation opportunities of the bog, Chickawaukie Lake, and other natural areas within Rockland.

### **Strategies:**

1. Review zoning along the waterfront to ensure that the zoning supports recent economic trends towards a tourist economy while maintaining a healthy balance between the tourist economy and the working waterfront.
2. Provide visual and pedestrian access to the harbor through development of a harbor access plan. The harbor access plan should maintain and preserve existing public land that provide visual and pedestrian access and encourage development of areas located between downtown and the harbor with path access and potential restaurant and retail services.
3. Review performance, design, and other standards for industrial and commercial development and redevelopment to assure they reflect the importance of aesthetics and the visual environment.

## **The Local Economy**

4. Seek outside financial support through federal, state, or private foundation grants, or the designation of a Tax Increment Finance (TIF) District, to support public improvements to the downtown, gateways, and the harbor.
5. Work with the State of Maine Bureau of Tourism and the Chamber of Commerce to promote tourism in the City of Rockland.
6. Continue to promote and invest in attracting cruise trips to Rockland as a destination.
7. Use City website to promote tourism in Rockland.

**Goal: Support and strengthen Downtown's position as an important and economically viable center of cultural and retail activity.**

### **Policies:**

1. Promote Downtown as a destination that is pedestrian friendly.
2. Continue to support the strong residential base adjacent to the Downtown.
3. Promote mixed use (commercial/residential) of the upper level floors of the downtown area.

### **Strategies:**

1. Continue to invest in community facilities such as the Harbor Walk, public parks, public restrooms, parking lots, parking lot islands, sidewalks, bicycle racks, signage, pedestrian scale attractive lighting, and other amenities.
2. Provide appropriate directional signage to the Downtown and to existing parking.
3. Review building and life safety codes and evaluate for removal any portion that may hinder adaptive re-use of existing buildings.
4. Require new buildings located in the downtown to be compatible with downtown in scale, design and lot coverage.

**Goal: To promote Rockland's position as the commercial center of Midcoast Maine.**

### **Policies:**

1. Promote more efficient land use in commercial zones.
2. Review commercially zoned land to assure that the current zoning appropriately reflects the existing economic, transportation, and natural opportunities and constraints on the sites.
3. Review design standards to allow for adequate residential protection.
4. Re-evaluate zoning in existing commercial areas to allow for the desired level of commercial development in each area.
5. Evaluate the need for and address office development in Rockland while also maximizing the use of existing downtown office space and vacant floor area.
6. Adopt home occupation levels and performance standards.

### **Strategies:**

1. Review parking standards and shared parking opportunities to assure that adequate parking is provided while not providing too much parking. Allow reduction in parking space dimensions

## **The Local Economy**

from 9 feet x 19 feet to 8 feet x 18 feet for compact cars and allow up to 40% compact cars.

2. Evaluate zoning to encourage context sensitive design of new buildings and facilities so that they are compatible with their neighborhood. This may include using materials that are or look traditional, like clapboards or brick, as well as reproducing roof pitches, facades, and architectural proportions.
3. Develop enforceable regulations requiring the long-term maintenance of landscaping and landscaped areas.
4. Evaluate dimensional landscaping requirements to focus on creating usable landscape spaces (i.e. plazas, play areas, pocket parks), including, without limitation:
  - Establish maximum setbacks to maintain existing development pattern (building street wall);
  - Discourage parking lots in front of buildings on principal streets like Main Street;
  - Limit drive-throughs downtown and in the Tillson Redevelopment TIF District.
5. Review and evaluate the zoning of areas based on the economic viability of the allowed uses, the transportation impact, the natural impact, and the compatibility with surrounding zoning and uses.
6. Review and evaluate existing buffering and impact mitigation regulations between commercial zone districts and residential development in order to suggest improvements to the regulations that would reduce the potential for costly conflicts with residential neighbors by providing for adequate buffering at the outset or through remediation when businesses seek to renovate or expand their facilities.
7. Evaluate the existing commercial areas on Payne Street, Maverick Street, New County Road, Park Street west of Downtown to Broadway, Park Street from Broadway west, Main Street from Rankin Street to Maverick Street, Camden Street from Maverick Street north to Rockport to assure that the zoning is appropriate to those specific commercial areas and that they are being developed to their best potential use. The intent of this evaluation will be to (1) determine which developments in these areas have been built well as regards function, retail activity, traffic circulation, landscaping and architecture, and to (2) reduce non-conformance by amending the zoning ordinance as necessary to recognize what has been built well and encourage future development to follow similar patterns.
8. Review existing commercial zone districts with the intent to simplify where possible.
9. Draft home occupation levels and performance standards.
10. Work with the Chamber of Commerce and Mid-Coast Regional Planning Commission to share data and economic development opportunities.
11. Evaluate Business Park zone.
12. Conduct a study of current office demand, existing office stock, and the feasibility of future office development.
13. Consider an alternative to building codes presently adopted by the City to facilitate re-development of existing buildings.

**Goal: Provide additional opportunities for industrial development.**

## **The Local Economy**

### **Policies:**

1. Explore opportunities to expand the existing industrial park.
2. Look for opportunities to develop a new industrial park.
3. Maximize use of existing industrial zoned properties.

### **Strategies:**

1. Provide a second access route to the existing industrial park.
2. Work with adjacent communities to develop additional industrial land for an industrial park or an expansion of the existing park.
3. Evaluate the existing industrial zoning to maximize the use of industrial properties without creating a negative impact on the environment or surrounding property owners.

City of Rockland  
2002 Comprehensive Plan

Chapter 3

NATURAL RESOURCES

State Goals:

To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas.

To protect the State's other critical natural resources, including, without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shore lands, scenic vistas and unique natural areas.

Introduction

The natural resources characteristics of Rockland, which include its topography, geology, soils and water resources have significantly influenced the past and present location, rate, and density of development in the community. *The natural physical constraints imposed upon the City will continue to affect the direction of development in the City as it seeks to determine the boundaries of its future residential, commercial and industrial growth areas.*

TOPOGRAPHY

The City of Rockland consists of 12.8 square miles or approximately 8,192 acres, which is about one-third of the average sized Maine town. As shown on Map 3-1, it is situated in Knox County and on the western entrance to Penobscot Bay. It is bounded by the Towns of Rockport, Warren, Thomaston, and Owls Head.

The topography is characterized by post-glacial rolling terrain, which is typical of the Maine Coast. The elevation of the City rises fairly rapidly from sea level and low-lying coastal areas to an average elevation of about 200 to 300 feet. The City's highest elevation (663 feet) at Dodge Mountain is in the northeast part of the City. Dodge Mountain and Benner Hill form a ridge cutting across the center of the City in a generally northeast-southwest direction.

Topography and slopes affect the suitability of land for development.<sup>1</sup> Steep slopes, defined as 25% or greater, are typically unsuitable for development. In Maine, septic systems cannot be installed on slopes of 20% or greater. Most streets should not be constructed on slopes of more than 8% to 10% for any distance. If developed, steep slopes can cause serious erosion<sup>2</sup> problems. Slopes that are flat, or less than 3%, can also have drainage problems, as water on level surfaces tends to accumulate or pond. Also public sewer accessibility is affected by topography because public sewers depend on gravity feed to move sewerage along the sanitary and interceptor sewer mains to the wastewater treatment plant. In the absence of gravity flow, pumping stations and force mains need to be constructed in order to overcome steep topographical conditions.

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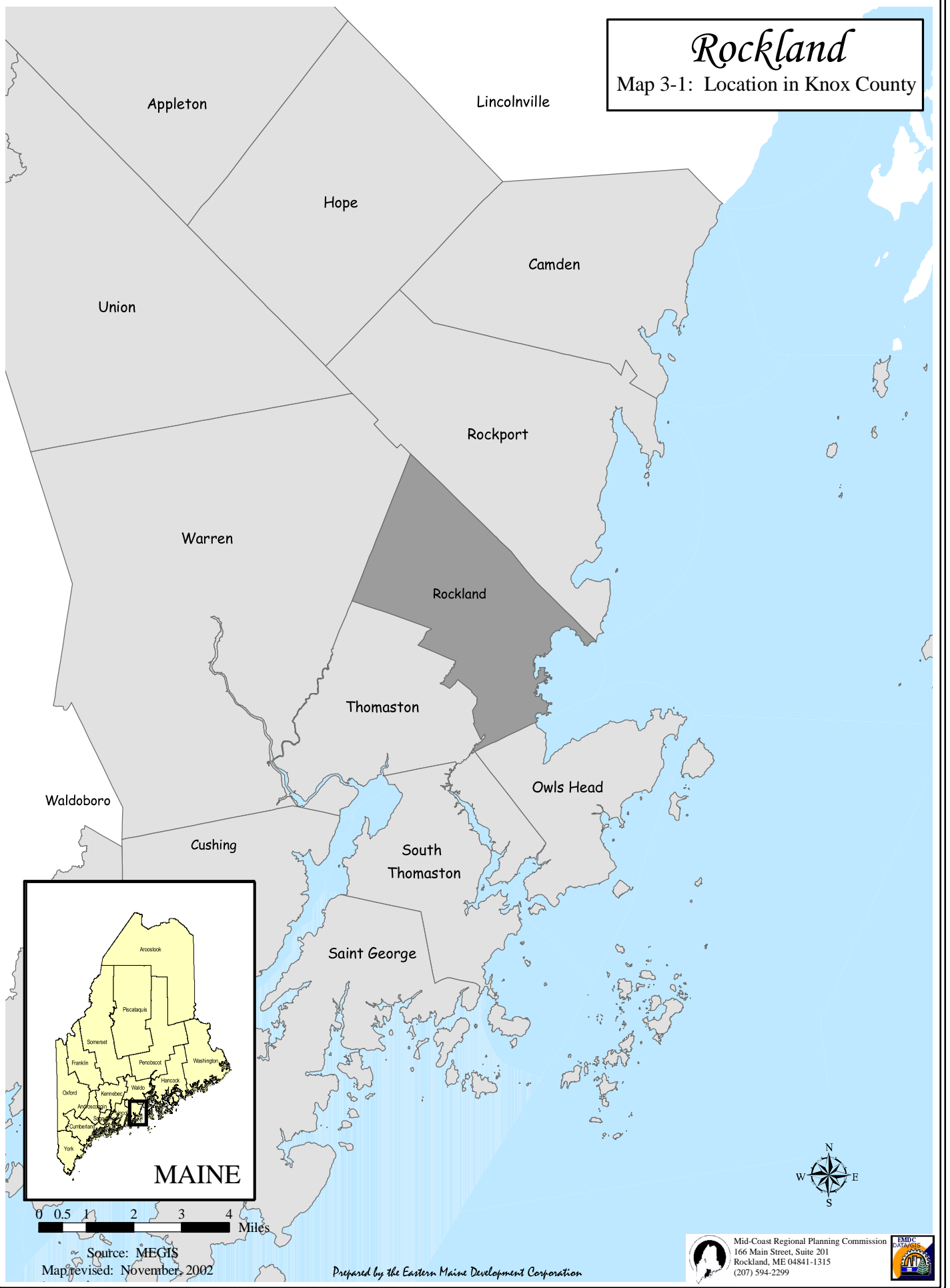
<sup>1</sup>Slope is the amount of rise or fall over a given horizontal distance and is usually expressed as a percentage. For illustration, an 8% slope means that for a 100-foot horizontal distance, the rise (or fall) in height is 8 feet.

<sup>2</sup> Erosion is the process whereby soil or rock material is loosened or dissolved and removed from the surface of land



# Rockland

Map 3-1: Location in Knox County



## Natural Resources

The built up area of the City west of the harbor to Old County Road and Meadow Brook consists of 3% to 8% slopes, which are considered ideal for development. This area is suitable for single-family homes on smaller and medium size lots, multi-family housing, streets, and commercial and industrial buildings.

Located south of Pleasant Street and along Thomaston Street is a section containing up to 3% slopes, which is suitable for almost all types of construction, especially larger buildings. Since this area is nearly level, problems associated with poor drainage need to be addressed.

The topography of the more rural area of the City, west of Meadow Road, rises to Benner Hill and Dodge Mountain and then falls to the Greater Bog area and consists primarily of 15% to 25% slopes. Interspersed within this area are 8% to 15% slopes which are suitable for single family dwellings on large lots as well as low density multi-family housing. Although the area contains single-family homes on large size lots, construction is more costly on these slopes; it is unsuitable for most on-site septic disposal systems and storm water runoff and erosion problems are likely. Because of the potential damage caused by runoff on steep slopes, erosion and control measures, such as retention ponds, sediment collection basins, vegetative buffers, and rip rap need to be installed. Development constraints on steep slopes can be overcome with proper design, engineering, and sufficient investment.



The large land area in the western portion of the City, containing significant natural resources, consists of 0% to 3% slopes and 3% to 8% slopes. Zero percentage to 3% slopes are found in the vicinity of the various streams and wetlands, which run through the northwest section of the City. Three percent to eight percent slopes are located in the northern triangular corner along Route 90.

Map 3-2A, Topographic Map, of the Natural Resources Inventory map series, has been prepared for the purpose of showing the topography of the City and for indicating where development can take place with the least topographical constraints.






### **Topographical Issues and Implications**

- (1) Rockland's small geographic size limits growth and expansion within its borders. This may require the City to work more closely with its neighboring communities to integrate land and municipal services in order to allow further commercial and industrial development. Should the City encourage regional economic development for this reason?
- (2) The hilly terrain and low-lying areas west of Old County Road, West Meadow Road, and Route 17 are difficult to develop and probably encompass at least 50% of the City's land area. Therefore, future medium and high-density growth and development is restricted to the existing built-up sections east of Old County Road and along the harbor. The Benner Hill and Dodge Mountain ridge line is a physical barrier to any significant growth in the mostly underdeveloped western part of the City. Should this ridge line be the boundary between the Growth Area and the Rural Area?
- (3) The continued residential development on West Meadow Road, Bog Road, Dodge Mountain, and Benner Hill could be expensive to the City if the maintenance of private roads becomes the responsibility of the municipality. Should the City adopt special hillside development regulations that would allow private residential construction under site-specific standards?

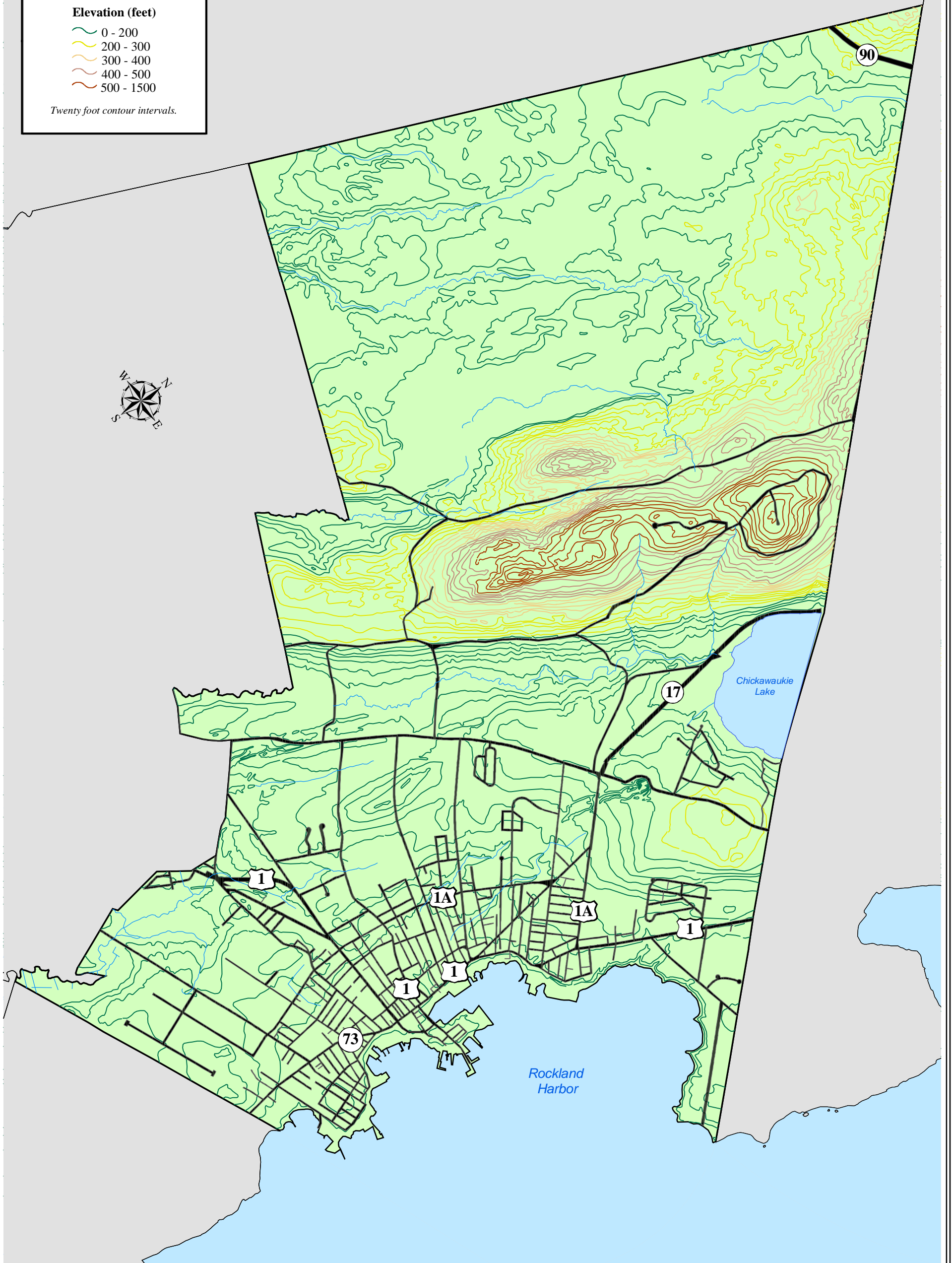
**Legend**

 Roads
 Streams

**Elevation (feet)**

 0 - 200
 200 - 300
 300 - 400
 400 - 500
 500 - 1500

*Twenty foot contour intervals.*



*Rockland*

Map 3-2: Topography



Mid-Coast Regional Planning Commission  
166 Main Street, Suite 201  
Rockland, ME 04841-1315  
(207) 594-2299



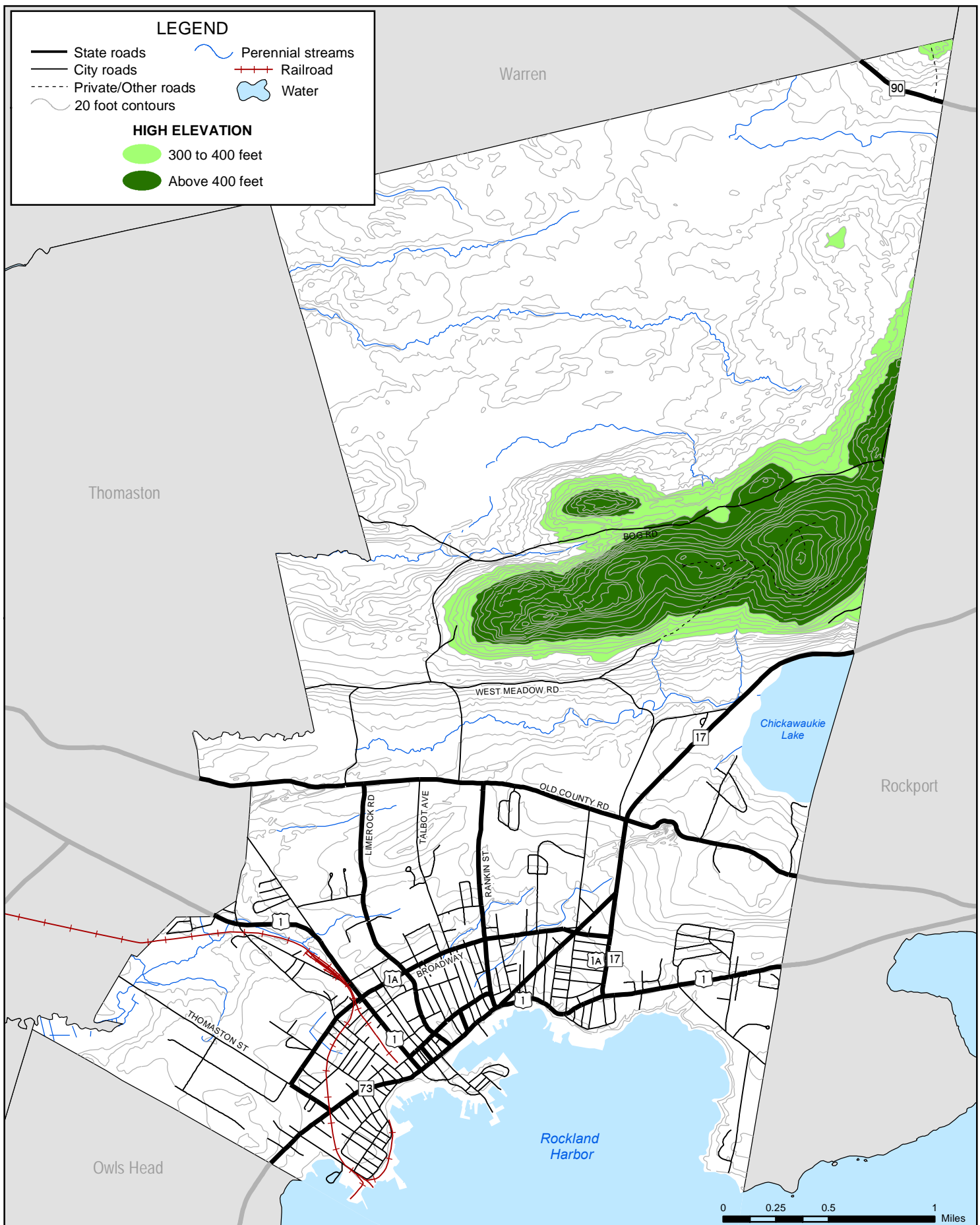
Prepared by the Eastern Maine Development Corporation

0

0.25

Miles

Sources: USGS, Photo Science, Inc. and MEGIS  
Map revised: January, 2003



## TOPOGRAPHY

Prepared as part of the Gateway 1 amendments to the comprehensive plan.

## CITY OF ROCKLAND

Map revised: October 28, 2010  
 Map prepared by LatLong Logic, LLC  
 Sources: USGS, MEDOT and MEGIS



**MID - COAST**  
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 166 SOUTH MAIN STREET, SUITE 201 - ROCKLAND, ME 04841  
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## SURFICIAL GEOLOGY

The surficial geology<sup>3</sup> of the City consists of bedrock and surficial deposits. Bedrock is the solid rock that forms the crust of the earth. Where it is exposed at the surface it is called “ledge” or “outcrop.” The bedrock, which in Maine consists primarily of metamorphosed sedimentary and igneous rock, has been formed in a series of ridges and valleys running in a generally northeast-southwest direction. The most important rock in Rockland is metamorphosed calcareous (remains of certain organisms) siltstone and limestone, which extends in a relatively narrow band from Thomaston, through Rockland and Rockport into Camden. Within this band are the still active quarries of the cement plant in Thomaston near Dexter Street. In addition, the City uses an abandoned quarry as a landfill for solid waste.

Rockland quarries have played an important role in the history of Rockland and are a noticeable part of the City's geological landscape. Geologically, these are predominantly limestone quarries consisting of metamorphic rock. In the band of limestone extending through Rockland, the stone, commonly found in nearly horizontal layers, has been forced by geologic action into a near-vertical position. The reason the quarries are so deep is because the miners had to follow the layer where the high quality limestone was located, resulting in the deep penetration of the bedrock to below the water table. Because ground water in rock formations travels slowly through fractures, and since the quarries were excavated to below the water table, water has accumulated in them over the years. The principal products, for which the limestone of Knox County is and can be used, are: (1) agricultural lime, (2) calcium flux stone, (3) high calcium stone for chemical purposes, and (4) cement. It is quite apparent, however, that the greatest part of the Rockland formation in the Rockland-Thomaston limestone belt consists of the so-called Rockport limestone. The Rockport limestone is for the most part a medium-textured crystalline light bluish-gray metamorphosed limestone (marble). Thin white calcite bands, many of which parallel the bedding, give much of the rock a striped appearance when observed in close-up. Certain zones of varying width, such as those seen in many of the quarries along Old County Road west of Rockland, are actually a dolomitic marble. In fact, more magnesium limestone has been quarried in the past from the area for use as plastic limes than strictly high calcium limestone for flux stone and other chemical uses. Excellent high calcium limestone appears to occur in limited amounts as compared to magnesium limestone.<sup>4</sup>

The many inactive quarries along Old County Road and near the Camden-Rockport town line serve as reminders of how important this resource was to the past economy of the community. This formation is surrounded by undifferentiated sedimentary rock in the St. George River basin and north to Belfast. Outcrops of metamorphosed basaltic and trachytic flows and tuffs are visible near the shore at Jameson Point.

Surficial deposits are the unconsolidated materials that overlie bedrock and include sediments deposited by wind, water, and glacial ice. In Rockland, the most abundant surficial deposits consist of marine sediments and glacial till. Continental glaciers covered the entire Rockland area, forming the landscape as it advanced and retreated across the region. The debris formed by the moving glacier was either spread by the ice or was released onto the underlying bedrock as the glacier melting. The manner

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<sup>3</sup> Surficial geology is that branch of geology that deals with the surface of the earth

<sup>4</sup> . Allen, Henry W., Preliminary Report of Limestone Survey of a portion of Knox County, Maine, Maine Geological Survey



in which this took place largely determined the location of various soil types. After the retreat of the glaciers, the sea level rose and low elevations were submerged by the ocean. As a result, marine sediments, glacial tills, and glacial outwash soils are found in Rockland, along with some organic soils (muck and peat) in bogs, swamps, and stream valleys. Soils in Rockland are often thin with frequent outcropping of ledge. Marine sediments are found in the built up area along the harbor including the bluff along the north shoreline where slumping and landslides have occurred. Pooling of surface water near the bluff on clayey soils can generate long term moisture in the soil that, if not controlled, will cause slumping or landslide. None of the zoning, site plan, or subdivision controls specifically addresses geologic conditions. However, they cover related soils, water supply and elevation issues.

### Issues and Implications

- (1) The bedrock and surficial geologic features particular to Rockland such as elevation, slopes, soils composition, and groundwater sources have influenced where development has occurred in the City. These affect on-site sewerage disposal, well water yields, and the placement of commercial and residential structures. Does the City wish to use the geologic limitations imposed upon it to help establish its designated growth and rural areas? Does the City see the necessity to include geologic information as part of any development applications or is this knowledge sufficiently covered by other requirements?
- (2) The quarries in Rockland are deeper than the water table, which is the principal reason why they are presently filled with water. The two quarries used by the City for landfill and dumping threaten the adjacent groundwater. If the quarries were not actively pumped out to levels lower than the adjacent water table, contaminants would leach into the groundwater. Such pumping and subsequent treatment at the wastewater treatment plant involves considerable expense to the City. Given the risks to the groundwater and associated expense, should the City continue using quarries for waste disposal?

## SOILS

Rockland's soils are often shallow to bedrock and are sandy and stony. The level of development that can occur in a certain area is largely dependent on the type and characteristics of the soil found there. Soils are identified in the field and plotted on aerial photographs. Soil information sheets are then prepared which rate the development potential of the soil type based on the ability to install septic disposal systems, the building of homes on foundations, and for the construction of streets. From this information, medium intensity soil maps are developed. It should be cautioned that these maps are not a substitute for an on-site soils investigation. Much of Rockland's soils are rated very low to medium for development by the Natural Resources and Conservation Service (formerly the Soil Conservation Service). Table 3-1, Soil Types, rates the various soil types found in Rockland for their development potential (see Maps 3-3A General Soils and 3-3B Development Potential).

Most of the built-up area of the City from the harbor west to Old County Road is rated very low for development. The limitations for septic systems have been overcome through the installation of municipal sewer lines and public water lines.

# Rockland

Map 3-3A: General Soils

## Legend

~ Roads      ~ Streams

### Soil Groups

- Biddeford
- Boothbay
- Borosapristis
- Brayton
- Charles
- Dumps-Pits Complex
- Eldridge
- Lyman-Rock
- Madawaska
- Marlow
- Medomak
- Naumburg
- Peru
- Pits, Gravel and Sand
- Searsport
- Sheepscot
- Sulfahemists and Sulfaquents
- Swanville
- Tunbridge
- Udorthents
- Water

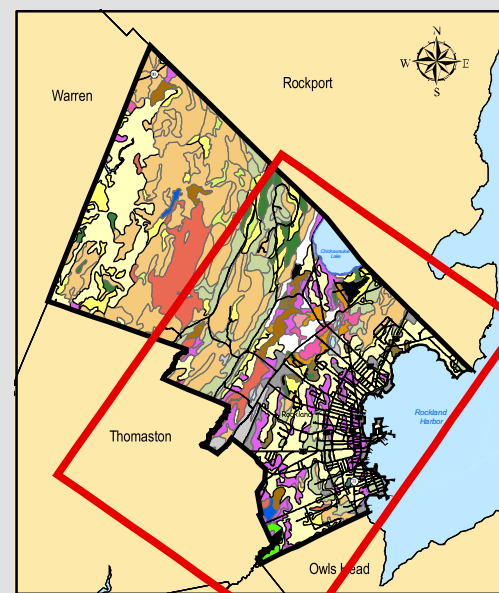


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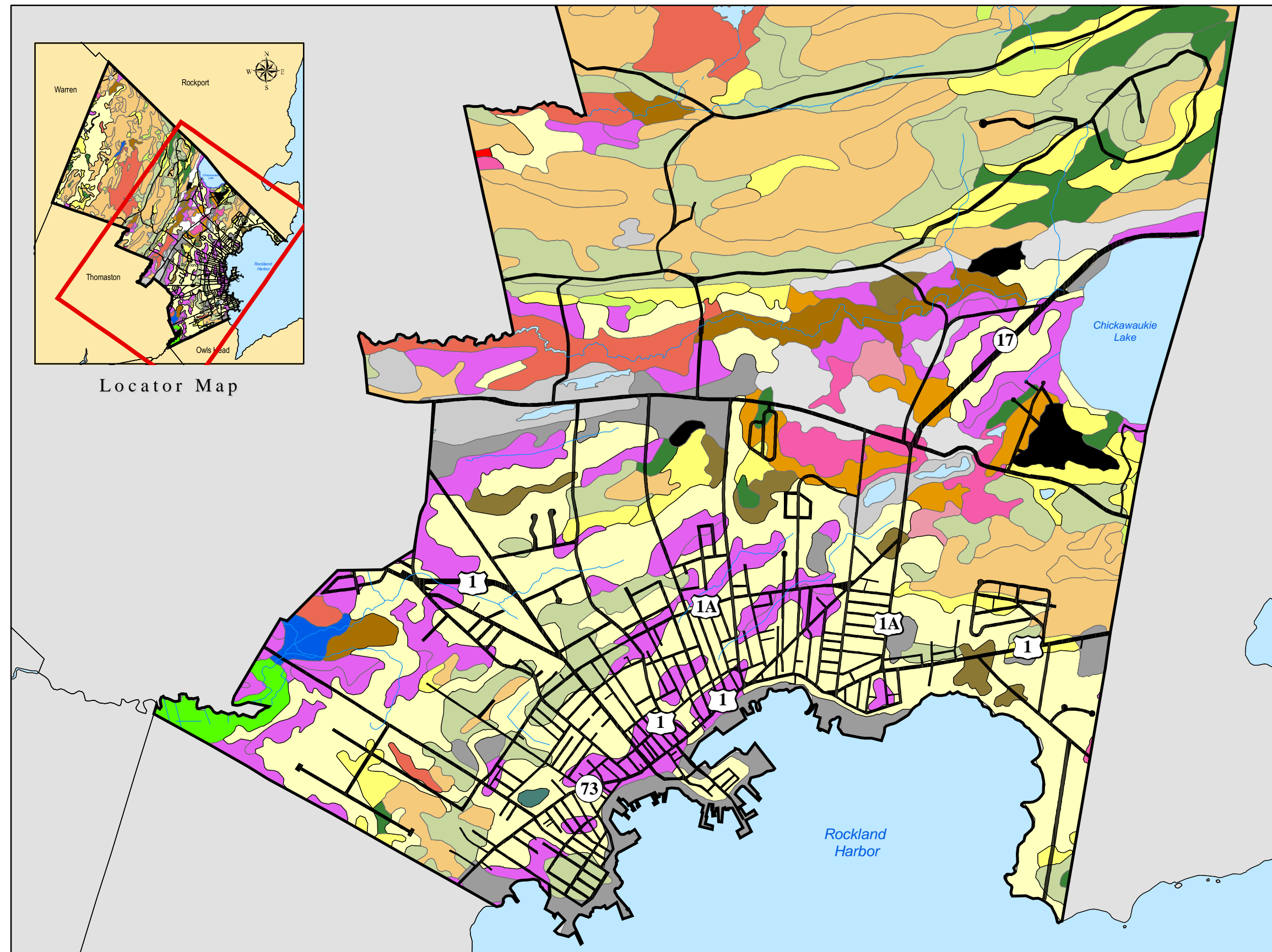
Sources: USDA-NRCS, Photo Science Inc. and MEGIS  
Map revised: January, 2003



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Locator Map



## **Natural Resources**

The land between Old County Road and the Bog Road consists primarily of low to medium density residential development on medium to larger size lots with some commercial uses. The soil types in this area are rated low to medium for development. Public sewer and water are not available.

The large area west of the Bog Road, known as the Rockland Bog, extending to Route 90 contains soils rated low to very low for development. With water often at or near the surface, the area has severe development restrictions.

The commercial corridor on Route 90, on somewhat higher ground near the Rockland Bog, does not exhibit the same soil constraints and is acceptable for development.

## **Soil Issues and Implications**

- (1) Since public utility services terminate at or near Old County Road, development beyond this point is heavily influenced by soil and geologic characteristics as well as topographical conditions. Since soil limitations can often be overcome by technology and by correct construction methods, should additional lower density residential and lower impact commercial development be encouraged? Should residential lot sizes be related to soil type? Should soil characteristics be included as a performance standard for commercial development in the area? Should the City extend sewer and water to facilitate development?





# Rockland

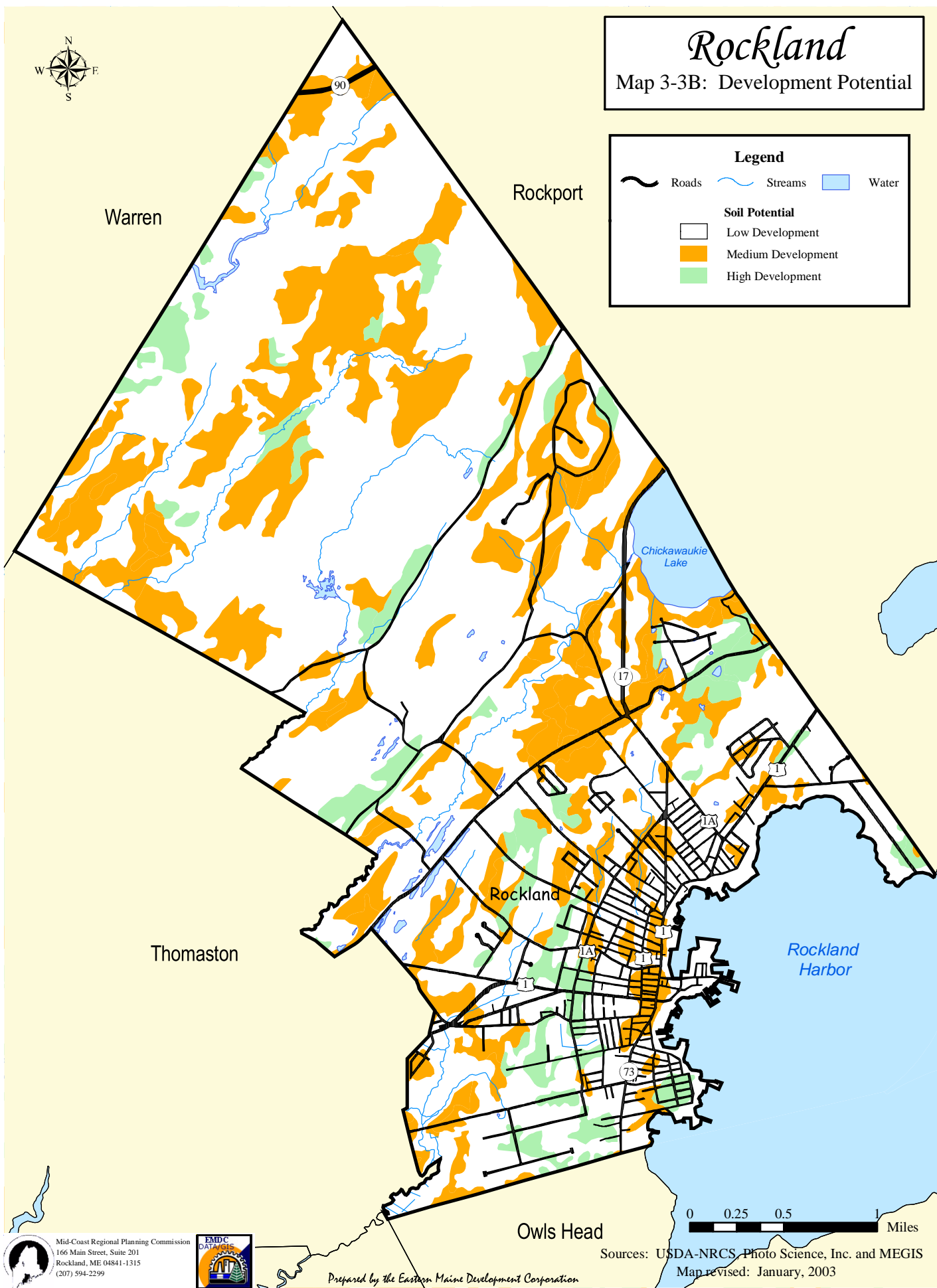
Map 3-3B: Development Potential

**Legend**

Roads    Streams    Water

**Soil Potential**

- Low Development
- Medium Development
- High Development



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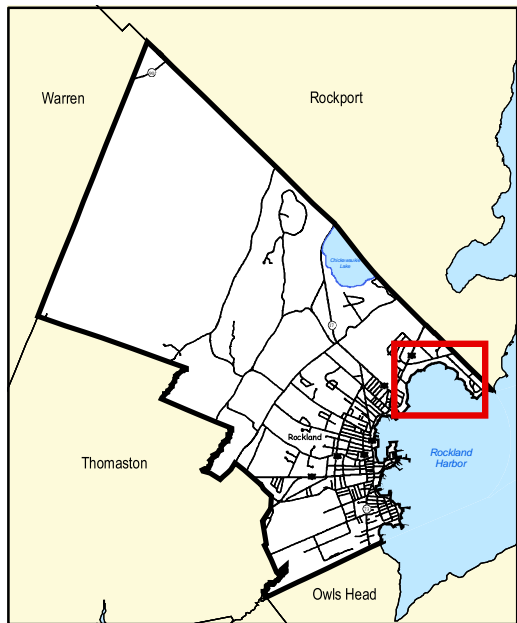
Prepared by the Eastern Maine Development Corporation

Sources: USDA-NRCS, Photo Science, Inc. and MEGIS  
Map revised: January, 2003

Natural Resources

**Table 3-1**  
**Soil Potentials for Development**  
**(Septic Systems, Homes and Streets)**

<b>SYMBOL</b>	<b>NAME</b>	<b>DEVELOPMENT POTENTIAL</b>
Bg	Biddeford mucky peat	Very Low
BoB	Boothbay silt loam, 3 to 8%	Medium
BoC	Boothbay silt loam, 8 to 15%	Medium
BoD2	Boothbay silt loam, 15 to 25%, eroded	Very Low
Bp	Borosapists, ponded	Very Low
BtB	Brayton very stony fine	Very Low
Ch	Charles silt loam	Very Low
Dp/Pg/Ud	Dumps, pits, urban land complex	non-rated
Le	Lovewell very fine sandy loam	Very Low
LrB	Lyman-Rock outcrop-Tunbridge complex, 3 to 8%	Medium
LrC	Lyman-Rock outcrop-Tunbridge complex, 8 to 15%	Low
LrE	Lyman-Rock outcrop-Tunbridge complex, 15 to 45%	Very Low
MaB	Madawaska fine sandy loam, 3 to 8%	Medium
MrB	Marlow fine sandy loam, 3 to 8%	High
MrC	Marlow fine sandy loam, 8 to 15%	Medium
MrD	Marlow fine sandy loam, 15 to 25%	Low
MsB	Marlow very stony fine sandy loam, 3 to 8%	High
MsC	Marlow very stony fine sandy loam, 8 to 15%	Medium
MsD	Marlow very stony fine sandy loam, 15 to 25%	Very Low
MxB	Masardis gravelly fine sandy loam, 3 to 8%	Medium
MxC	Masardis gravelly fine sandy loam, 8 to 15%	Medium
MxD	Masardis gravelly fine sandy loam, 15 to 25%	Very Low
My	Medomak silt loam	Very Low
Na	Naumburg loamy sand	Very Low
PaB	Peru fine sandy loam, 3 to 8%	High
PaC	Peru fine sandy loam, 8 to 15%	Medium
PbB	Peru very stony fine sandy loam, 3 to 8%	High
PbC	Peru very stony fine sandy loam, 8 to 15%	Medium
Sp	Searsport mucky peat	Very Low
StB	Sheepscot fine sandy loam, 0 to 8%	Medium
Su	Sulfahemists and Sulfaquents, frequently flooded	Very Low
Sw	Swanville silt loam	Very Low
TrB	Tunbridge-Lyman fine sandy loams, 3 to 8%	High
TrC	Tunbridge-Lyman fine sandy loams, 8 to 15%	Medium
TrD	Tunbridge-Lyman fine sandy loams, 15 to 25%	Low



See Inset

# Rockland

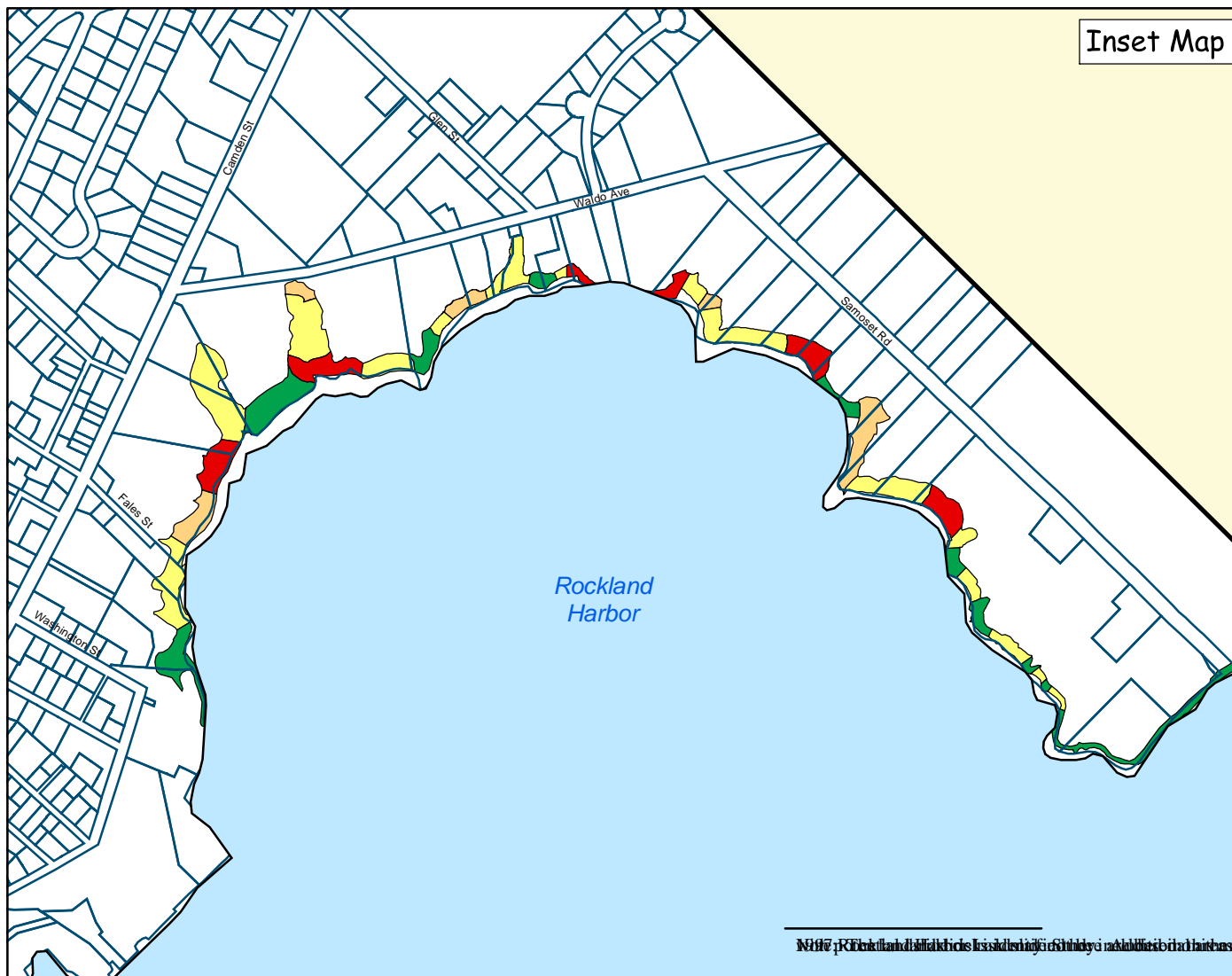
## Map 3-4: Landslide Hazards

### Legend

Tax parcels

### Landslide Hazard

- High annual probability of landslide with retrogression and need for mitigation is now.
- Medium to high annual probability of landslide and need for mitigation is now.
- Medium annual probability of landslide and mitigation should occur within next 5 to 10 years.
- Low probability of landslide and minimal need for mitigation.



Inset Map

Map 3-4: Rockland Landslide Hazard Study and Mitigation Plan

0 250 500 1,000 Feet



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Sources: Gerber-Jacques Whitford, Geo-Systems  
Photo Science, Inc. and MEGIS  
Map revised: January, 2003

## ROCKLAND HARBOR LANDSLIDE

The natural characteristics of Rockland, along with development, have contributed to the landslide activity that has taken place in the bluff along the north shoreline of Rockland Harbor. In the last twenty-five years landslides have occurred along these bluffs. Previous to the 1996 landslide there had been no destruction of homes along the bluff because they were situated far enough away. However, in 1996 two homes on Samoset Road were destroyed in a landslide that moved 60,000 cubic yards of soil up to 300 feet into the harbor. As a result of this property loss, and the fear that such landslides would continue to occur in the future, the City undertook a landslide hazard study. The *Rockland Harbor Landslide Study*, by Gerber-Jacques Whitford/1997, Freeport, Maine, focused on future landslide risks, landslide mitigation, and guidelines for the evaluation of the impact of development on the stability of the bluff.

According to the study, eight notable landslides have occurred along the Rockland Harbor bluffs during the last 50 to 100 years meaning that the annual probability of a reoccurring landslide is approximately 10%-12% annually or about once every eight years. The average rates at which the bluff has retreated inland vary from less than 1 inch to over 20 inches per year. These migration rates were not constant, but instead took quantum leaps and then subsided for relatively long periods of time. The primary cause of the landslides is the saturation of the clay in the bluff, which can undermine the strength and stability of the slope. Saturation can result from surface and storm water runoff upslope from the bluff, with nearby development generally having a greater effect.

Reducing the risk of slope failure can be accomplished through regulatory and physical approaches. Regulatory means can include requiring a building permit for any development within 300 feet of the bluff, and having a geo-technical study performed to demonstrate that the development will have a low risk of landslide. Physical improvements include the rerouting of surface runoff near the bluff through drainage pipes to the harbor, rip-rapping the outlets to the drainage pipes, and removing basement drains which directly discharge onto the slope.

### **Landslide Issues and Implications:**

- (1) The risk of landslide to the property along the bluff is based on the probability that the bluff will fail and the potential impact that failure could have on buildings, roads, and utilities.
- (2) The risk of landslide to development can be reduced by regulatory means, enforcement, and through physical improvements to the drainage system.

## WATER RESOURCES

### **State Goal:**

To protect the quality and manage the quantity of the State's water resources including, lakes, aquifers, great ponds, estuaries, rivers, and coastal areas.

### **State Coastal Management Policy:**

Restore and maintain the quality of our fresh, marine and estuarine waters to allow for the broadest possible diversity of public and private uses.

Rockland is divided by three major and three minor watersheds<sup>5</sup> or drainage basin<sup>6</sup> areas, which are all part of the much larger Central Coastal Watershed. According to the provisions of Title 38, M.R.S.A, Section 4, 65 streams and brooks draining directly or indirectly into the tidal waters of Rockland are “Class B” waters. Class B waters are the third highest water classification and are suitable for the following uses: drinking water after treatment; fishing; recreation in and on the water; industrial process and cooling water supply; hydroelectric power generation; and navigation. Watershed areas are depicted on Map 3-5A, Water Resources, of the Natural Resources Inventory map series. The various urban watershed areas in Rockland are important to identify and study because they have been, and continue to be, a determining factor in setting the growth boundaries within the community; they affect the density, type, and amount of development; they determine the amount of storm water flow and urban flooding; they provide for important points of reference; and they identify land use activities within each watershed that are potential nonpoint<sup>7</sup> sources of pollution. As water runs over the ground during flooding or during rain storms it collects pollutants. The polluted water then either permeates the soil and enters the groundwater, is routed into ditches, streams, and discharged into a lake, or directed into combined storm sewers. The excess phosphorous and nutrients<sup>8</sup> in the sediment runoff from these nonpoint sources (NPS) stimulates algae growth, depleting the dissolved oxygen in the water, and causing lake quality to decline and become cloudy or green (eutrophic); builds up sediment deposits on the bottom of the water bodies and on harbor floors; pollutes coastal shellfish beds and beaches causing them to be closed; and may cause drinking water to be unsafe.

### **Coastal Major Watershed**

The coastal watershed encompasses the area from the harbor west to approximately Broadway and beyond Camden Street. The Lindsey Brook minor watershed constitutes a large portion of the coastal watershed.

**Lindsey Brook Minor Watershed:** Most of the land area between Maverick Street on the north and Thomaston Street on the south, extending west of Broadway, is drained through a number of tributary brooks to Lindsey Brook, which enters Rockland Harbor on the west side of Lermond’s Cove. It has a length of 3 miles. This watershed includes most of the densely built up area of the City and is composed of single family and multi-family residential neighborhoods, institutions, the Main Street downtown, the commercial development along Camden Street and the industrial buildings along the waterfront with all

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<sup>5</sup> Watersheds are comprised of those land areas that water flows across or drains underground on its way to a lake, pond, stream brook or other water body, which is the lowest point in the basin. Usually the watershed is named after the body of water or river it drains into.

<sup>6</sup> The region that contributes to a stream, river or lake.

<sup>7</sup> Unlike point source pollution, which originates from a specific point, like a pipe from a factory or a sewage treatment plant, nonpoint source (NPS) pollution comes from many diffused sources throughout the watershed and includes the following: seepage from failed septic systems, oil residues from recreational boating, excessive pesticide use and fertilizer application on lawns and on farmlands; salt and oil residuals from roads; storm water runoff from parking lots and developments; soil eroding from any land use and, sedimentation resulting from erosion from construction sites

<sup>8</sup> Phosphorus is a naturally occurring nutrient which can act as fertilizer to enhance plant growth in water bodies leading to oxygen depletion in the water and stimulation of algae growth. It is the major pollutant to lakes. Nutrients can be thought of as food for living things to grow on.

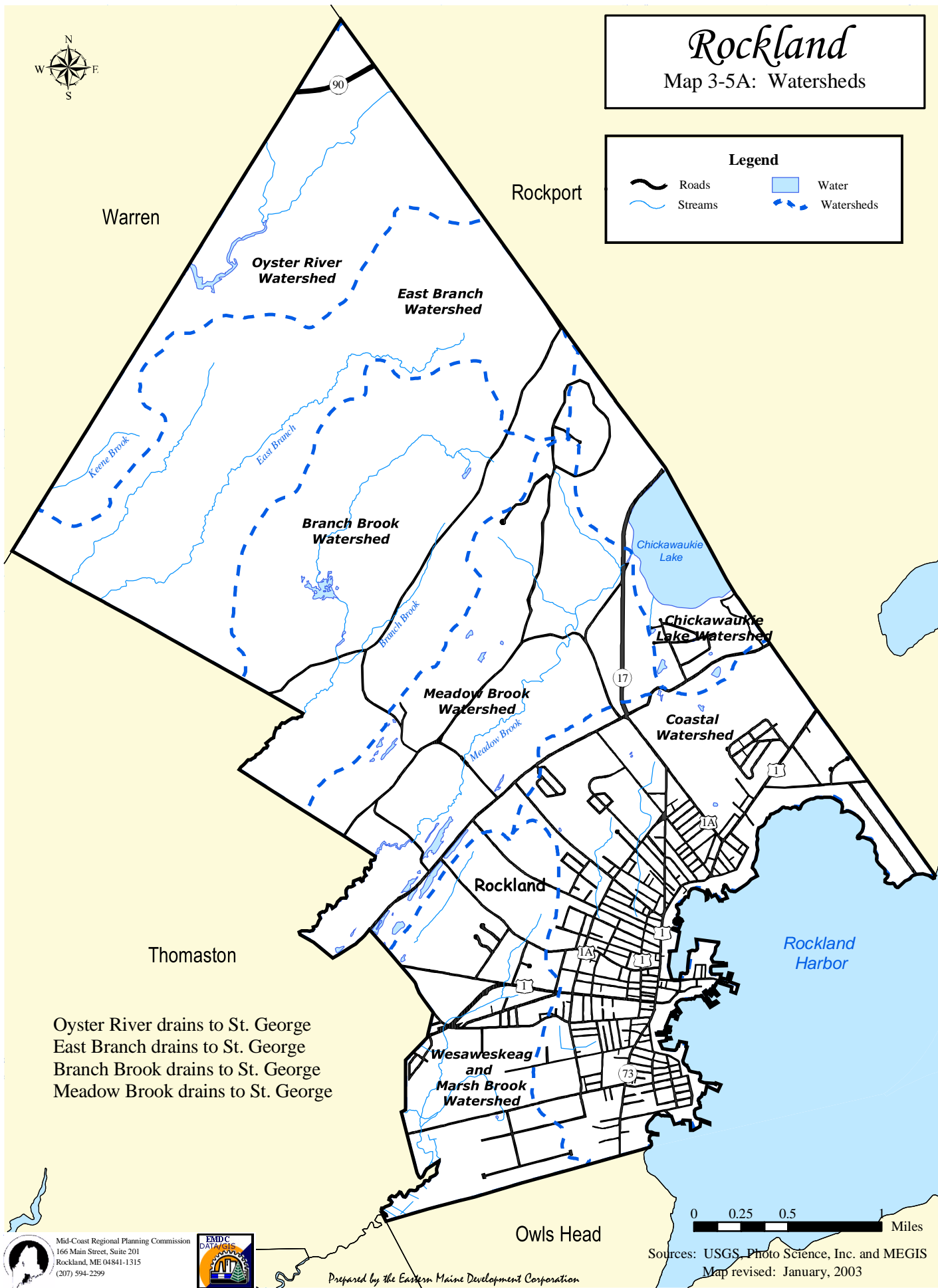


# Rockland

Map 3-5A: Watersheds

**Legend**

	Roads		Water
	Streams		Watersheds



Oyster River drains to St. George  
East Branch drains to St. George  
Branch Brook drains to St. George  
Meadow Brook drains to St. George

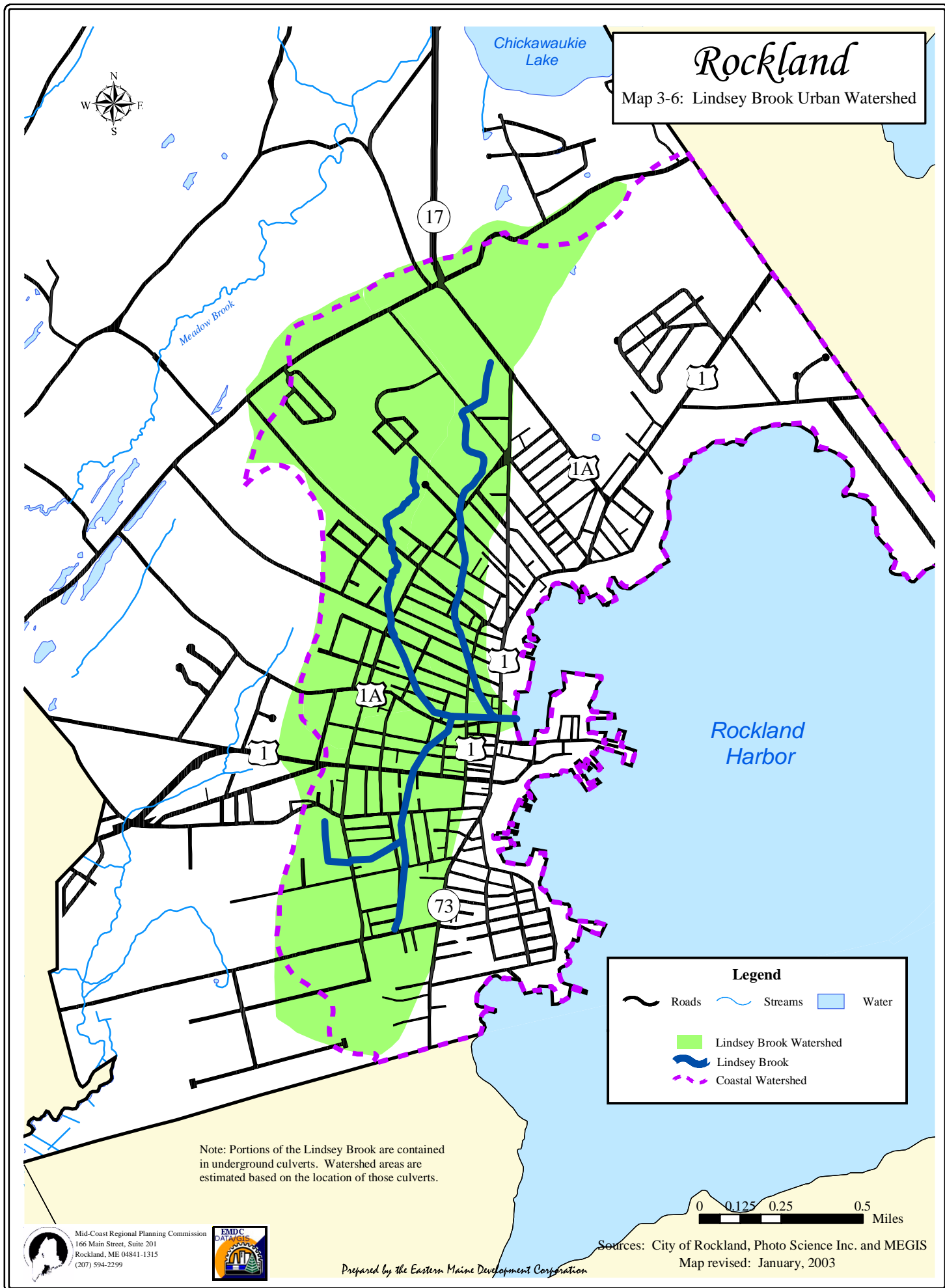


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Map revised: January, 2003



of their accessory uses. Flood problems in this watershed are generally due to undersized natural and stone lined channels.

Situated within the Lindsey Brook watershed is Waldo Avenue and the Samoset Road, which have been subject to landslides in 1973 and 1996 causing severe property damage. Development in this area has led to increased storm water runoff and erosion that contributes to landslides. It is anticipated that landslides will be a recurring event in that part of the City.

### **Wesaweskeag River Major Watershed**

The Wesaweskeag watershed contains a total of 11 square miles with portions located in Thomaston, South Thomaston, Rockland, and Owls Head. The headwaters of the river begin in Rockland as Marsh Brook and encompass the Marsh Brook Minor Watershed. The Rockland segment of the watershed contains some agricultural fields, the Maine Coast Railroad line, and extensive residential and commercial development. Agricultural runoff in Rockland's portion is insignificant. Several important roads bisect the watershed including Routes 1 and 73, and Thomaston Street.

The river itself has over ten tributaries. It contains many shellfish tidal flats, which until 1996 were closed to harvesting. The Wesaweskeag River is one of the seven coastal watersheds that have been identified as “most at risk from development” under the Site Location of Development Act Title 38 M.R.S.A, Section 480-D (effective July 1, 1997) and under the Department of Environmental Protection’s Storm water Management Rules (effective January 1, 1998). In rating these watersheds for risks, the DEP considered such factors as potential future growth and water quality degradation.

In 1996 and 1997, a survey of the watershed was conducted by the Department of Environment Protection and the State Planning Office (under the Coastal Zone Management Act) for the purposes of shellfish area management. The survey identified several nonpoint source pollution sites in Rockland along Thomaston Street, behind Pleasant Gardens, and off Upper Pleasant and Park Streets associated with ditching, siltation, runoff, collapsed culverts, and discarded debris and car parts. Recommendations for correcting these NPS problems include stream stabilization, bridge crossing and culvert repair, and removal of debris from wetlands.

Potential grant funding sources for planning and implementation include Section 319(h) of the Federal Clean Water Act for the abatement of nonpoint (NPS) sources of pollution, and the proceeds from the June, 1998 State bond issue to correct nonpoint source pollution problems in “watersheds most at risk from development.” The thrust of these programs is to plan and implement locally supported watershed management projects that will either reduce or eliminate NPS pollution to surface waters of the State. These programs are administered by the Watershed Management Division, Bureau of Land and Water Quality, Maine Department of Environmental Protection. They require a local match of up to 40 percent.

The Wesaweskeag River Watershed Survey Project Report, which identifies problem sites and corrective action for Rockland, is contained in the Natural Resources Appendix.

**Marsh Brook Minor Watershed:** Marsh Brook and its tributaries drain much of the land south of Talbot Avenue between Broadway and Old County Road entering the Wesaweskeag River in South Thomaston. It has a length of one mile and consists of a three square mile area. The watershed encompasses a large portion of the built up area and is comprised of residential areas, manufacturing plants and warehousing, institutions, and various commercial services. The majority of lots in the



watershed are small to medium size with some larger parcels. Flood problems in the Marsh Stream watershed include damage to single family residences, commercial property, roads and culverts.

The Rockland Industrial Park is located off of Thomaston Street in the southeast corner of the watershed, adjacent to the northwest corner of the Town of Owls Head. Marsh Brook and its adjacent wetland area have curtailed the park's westerly expansion within City limits.

### **The Saint George River Major Watershed**

This major watershed area covers all of the land area of the City west of Old County Road and Route 17 and north towards Route 90. It includes Meadow Brook, which drains Chickawaukie Lake, and joins Branch Brook, which drains the valley the Bog Road is located on, as well as a portion of the Bog, to form the Mill River in Thomaston. Mill River flows to the St. George River. Branches of the Oyster River and its primary tributary, the East Branch, drain the other portions of the Bog and flow to join the confluence with the St. George River just upstream from Route 1 at the Thomaston-Warren Town Line.

This is a low density area with scattered single family homes on medium to larger size lots, agricultural and farming uses, forest lands, wetlands, numerous small streams and brooks, and poorly drained soils. For these reasons, the area is a natural occurring open space, which acts as a physical barrier to any higher density development.

(A more detailed inventory of the resources of the Greater Bog area is contained below in the section entitled "The Greater Oyster River Bog or The Rockland Bog" which is a part of the Other Natural Resources subchapter; see page 3-24.)

### **Meadow Brook Minor Watershed**

Meadow Brook drains Chickawaukie Lake and the land between West Meadow Road and the Bog Road. This area is comprised mostly of older single-family homes situated on medium to larger size lots. Because of the very steep slopes, the brook, and its adjacent wetland areas, the amount of land available for residential development is limited.

**Chickawaukie Lake Minor Watershed Area:** Although most of Chickawaukie Lake and its accompanying watershed area are situated within the Town of Rockport, the portion within the City of Rockland is a valuable natural asset. Chickawaukie Lake is the only large body of fresh water within the boundaries of the City that provides nearby fishing, boating, swimming, and recreational activities. For these reasons, it is being given special study within the Comprehensive Plan.

Chickawaukie Lake is located in the east central part of the City and is bounded on the west by Rockland's portion of Route 17 and by Old County Road on the east. The watershed boundary line, starting at the 663-foot elevation point, follows the steep Dodge Mountain ridge line above the lake along the west side of Route 17, across the lake to the east side to the 262-foot elevation point near the Reservoir on Old County Road, forming the southern portion of the drainage basin.

The direct drainage area of the lake's watershed is 2,264 acres or 4.1 square miles. Approximately twenty percent, or 453 acres, of the drainage area is situated in the City of Rockland, with the remaining acreage in the Town of Rockport. The elevation of the pond is 123 feet with a surface area of 338.5 acres, a maximum depth of 33 feet, and a mean (or average) depth of 24 feet. The flushing rate<sup>9</sup> is 0.788

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<sup>9</sup> Number of times a lake's volume of water is exchanged in a year.

times annually; in other words, it is not quite fully flushed or cleaned out each year. There are 13 tributaries from the entire watershed flowing into the lake, four of which are situated in Rockland.

The land uses in the Rockland area of the watershed consist of a golf course, swimming and boating recreational facility, single-family homes on some fairly steep slopes, and the Lake View Subdivision. Land use activities and practices are controlled by the Chickawaukie Watershed Regulations contained in Chapter 19 of the City of Rockland Code, zoning and planning. The overlay zone provides for the submission of an erosion and sediment control plan for activities in excess of 50 square feet. This is intended to control nutrient phosphorus runoff. The shoreland area of the lake, within 250 feet of the high water line, is in the Limited Residential District of the Shoreland Zoning Ordinance. The Shoreland Zoning Ordinance was partially imposed upon the City by the Board of Environmental Protection on May 11, 1994. Partially imposed means the BEP has adopted certain shoreland provisions, which the City did not adopt. The imposed ordinance will be lifted when the City adopts a shoreland zoning ordinance consistent with the *State of Maine Guidelines for Municipal Shoreland Zoning Ordinances*, August 7, 1994, as amended.

Because the overlay zone was enacted in 1987, it needs to be brought up to date. For example, the Environmental Quality Handbook needs to be replaced with current Best Management Practices (BMPs)<sup>10</sup>. Also, any revisions to the watershed zone should reflect the provisions of the new Town of Rockport Chickawaukie Overlay District, which was adopted in June 1997. As a result, the regulations would be consistent for the shared watershed.

Chickawaukie Lake is a secondary water source for Consumers Water Company, which serves the City of Rockland, and as previously indicated, an important recreational area. As such, its water quality has always been of significant concern to the City. The nonpoint sources (NPS) of pollution from the land uses in the watershed were causing the lake to become cloudy or green with culturally-induced algal blooms, worsening turbidity, and summer oxygen depletion at the lower depths of the lake.

In 1991, a special committee consisting of the Chickawaukie Lake Association and officials from Rockland and Rockport was formed for the purpose of improving Chickawaukie's lake quality. With the help of the Department of Environmental Protection and matching grants, a four-step program was developed involving the following:

- (1) A survey of the watershed to identify all nonpoint sources of phosphorous and nutrient loading;
- (2) The preparation of an interim policy on phosphorus export standards to be approved by Rockland and Rockport;
- (3) Alum treatment of the lake bottom; and
- (4) Assistance to landowners in order to help correct faulty septic systems.

In June of 1992, 248 acres of bottom sediment below 12-15 feet was treated with an application of aluminum sulfate and sodium aluminate by underwater sprayer. The aluminum sulfate blocks the release of phosphorous from lake bottom sediment.

In conjunction with the alum application, the project also focused upon NPS remediation of identified pollutant sources. These efforts in Rockland included the re-ditching, installation of culverts

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<sup>10</sup> BMPs are practical methods or measures that when installed or performed are best suited for preventing, reducing or correcting nonpoint sources of surface or ground water contamination.

and paving of 2,100 feet of Barter Road, and ditching and culvert work by the Maine Department of Transportation on Old County Road.

The Department of Environmental Protection (DEP) has developed a systematic method that towns can use to assess the impact of a proposed development on their lakes water quality. This method is called the Phosphorus Control Method and is designed for lake watersheds only. By performing the calculations in the method for lake watersheds, towns can determine the acceptable level of phosphorus that each of their lakes can handle before a noticeable change in water quality occurs. Municipalities can then set a water quality standard for increased phosphorus from new development for each individual lake. The figures used in the method have been calculated by the DEP. This goal is expressed as *the allowable increase of phosphorus export per acre (per acre phosphorus allocation)*.

In order to control the amount of phosphorous export from future subdivisions within the watershed, the City of Rockland was requested to adopt an interim phosphorus control policy, which it has not yet done. The Town of Rockport enacted the policy in April of 1992. For the City of Rockland, the phosphorous coefficient (F), which is the annual amount of phosphorous export from the watershed that will produce a 1 part per billion (ppb) increase in the lake's phosphorous concentration, is 5.02 lbs/ppb/year.

The DEP establishes water quality classifications for all of Maine's water bodies whereas the municipalities determine the level of protection. Chickawaukie Lake is classified as poor/restorable, which means that the Lake supports obnoxious algae bloom with a minimum secchi disk transparency, or water clarity, of 6.6 feet or less. Lakes in this category are candidates for restoration. Land use practices in the watershed should be treated very conservatively because any additional phosphorus loading will reduce the feasibility of restoration efforts. Rockland has determined that an acceptable increase in lake phosphorous concentration (C) is 0.05 ppb.

The formula for determining the Per-Acre Phosphorus Allocation (P), which is the acceptable increase of phosphorus export per acre in the Chickawaukie Lake watershed, is derived from the F coefficient and the Phosphorus Concentration (C) figures in the previous paragraphs along with the Future Area to be Developed (D). The Future Area to be Developed is the estimate of the acreage in the City's share of the watershed that will be developed during the planning period of 50 years. The City must determine its Future Area to be Developed for its share of the Chickawaukie Watershed.<sup>11</sup> The formula is found in the manual entitled *Phosphorus Control in Lake Watersheds-A Technical Guide to Evaluation New Development* published by the Maine Department of Environmental Protection, September 1992 or as updated. The determination of the Per Acre Phosphorus Allocation (P) is part of the phosphorus control policy that the City is supposed to adopt.

To make the formula easier to understand, Table 3-2 gives each figure for Chickawaukie Lake.

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<sup>11</sup> There are two ways of calculating the Future Area to be Developed:

- (1) The short method is less accurate and uses a topographical map to delineate areas in the watershed that are non-developable such as existing structures, roads, cemeteries, wetlands, and steep slopes (over 25%). By multiplying the remaining areas within the watershed, which can be developed by a coefficient factor (found in the Phosphorus Control Manual), the Future Area to be Developed can be arrived at.
- (2) The longer method is more accurate and projects the future by looking at the actual building in the watershed over the last 10 years or so. This method is detailed in the DEP/Androscoggin Valley Council of Government publications entitled "Comprehensive Planning for Lake Protection," July 1990.

**Table 3-2**  
**Per Acre Phosphorus Allocation for Developments in Chickawaukie Watershed**

LAKE	TOWN	DD A	ANA D	AAD	GF	D	F	WQC	LOP	C	P
Chickawaukie Lake	Rockland	333	66	267	0.35	93	5.02	mod- sensitive	h	0.75	0.04

DDA	Direct land drainage area in Township in acres
ANAD	Area not available for development in acres
AAD	Area available for development in acres (DDA - ANAD)
GF	Growth Factor
D	Area likely to be developed in acres (GF x AAD)
F	lbs. phosphorus allocated to towns share of watershed per ppb in lake
WQC	Water quality category
LOP	Level of Protection (h=high(coldwater fishery);m=medium)
C	Acceptable increase in lake's phosphorus concentration in ppb
P	lbs. per acre phosphorus allocation (FC/D)

The algae productivity of many lakes can be determined by calculating their Trophic State Index (TSI). The average TSI for monitored Maine lakes is 48 (moderate algal growth) out of possible 100+. Chickawaukie Lake has a TSI that indicates a high algal production due to the restoration project. The lake does not support persistent algal blooms but a slight increase in phosphorus might trigger a return to bloom conditions. Chickawaukie Lake has been treated with alum and some nonpoint pollution sources have been remedied in order to reduce algal productivity and algal blooms. These measures have succeeded in lowering the trophic state of the lake to an acceptable condition and reducing many of the high priority nonpoint sources of phosphorus to the lake and thereby greatly improving water quality. It is not known how long the alum treatment will remain effective, as some similar projects have had a shorter life span than the ten-year design.

### **Watershed Issues and Implications**

- (1) The smaller urban watersheds of Lindsey, Marsh, and Meadow Brooks function to relieve excessive flooding in the built up areas. Does the City feel they are adequate to perform this function? Are the channels wide, deep, aligned or lined enough to handle the additional amounts of flow? Are the culverts and bridges adequately sized to handle floods? Does a public works project need to be undertaken to improve them? Are sufficient floodplain regulatory measures in place to minimize flooding such as flood-proofing requirements for buildings to keep water out?
- (2) The nonpoint source pollution from the urban watersheds can pollute the harbor, close beaches and is a source of sediment contributing to the need for expensive dredging. What can the City do to reduce nonpoint source pollution? Should the City consider adopting more current Best Management Practices for sediment control in its smaller watersheds?
- (3) The present provisions of the Chickawaukie Watershed Zone are not current and need to be updated to conform to the latest best management practices for controlling phosphorus and nutrient runoff. In doing so, any such changes should be consistent with the Town of Rockport Chickawaukie Overlay District. Does the City wish to wait until the entire Zoning Ordinance is

## Natural Resources

revised before making any changes to the zone? Or, because of the critical condition of the lake, does the City wish to take action sooner?

- (4). Nonpoint source pollution from the land use activities and practices in the Chickawaukie Watershed will most likely continue to contribute sediment and phosphorus and nutrient loading of the lake causing oxygen depletion and algal growth leading to generally poor water quality. The amount of sediment and phosphorus runoff can be reduced through the adoption of best land use management practices for erosion and sediment control during construction. Does the City wish to adopt the Phosphorus Control Method and Erosion and Sediment Control Standards addressing nonpoint source (NPS) from new sources?
- (5) New sources of nonpoint pollution can be controlled through BMPs but what about NPS from existing sources? Would the City consider encouraging the lake association to conduct a watershed survey? In a watershed survey, volunteers are trained to identify existing and potential erosion problems within a watershed and then develop a plan to address those problems over time. Does the City want to continue the program started by the Department of Environmental Protection to control existing nonpoint source pollution through structural measures<sup>12</sup>?
- (6) The City of Rockland has not adopted an interim phosphorus policy for future subdivision developments in the Chickawaukie watershed as part of its commitment to the DEP fund the alum treatment and the nonpoint source remediation projects. When does the City intend to adopt this policy? Will the policy be included in the Zoning, Subdivision, and Site Plan Ordinances?
- (7) Although the water quality of Chickawaukie has improved, it is still classified as poor by the DEP. This is because the current acceptable water quality can easily be disrupted. Since the DEP is unsure as to how long the alum treatment will remain effective, water quality monitoring needs to be an on-going event. Should the City undertake this expense and task or rely upon the lake association and trained volunteers?
- (8) Despite the fact that Chickawaukie is unlikely to be used as an alternative drinking water supply in the near future (due in part to provisions of the Safe Drinking Water Act), should protection of this water supply remain a commitment of Consumers Water Co., Chickawaukie Lake Association, and the communities of Rockland and Rockport? Is there a need to keep this coalition active as an advocacy group for the lake? What should the City's role be?

## WETLANDS

Wetlands are an integral part of Maine's natural resources. These areas provide habitat for certain types of wildlife and vegetation, including rare and endangered species. They are used for timber harvesting; hunting; education and research; bird, wildlife, and plant observation; they function as passive open space; and offer some recreational opportunities. All of these functions boost tourism and the general economy. Wetlands also provide flood control, bank and shoreline erosion control, sediment retention, groundwater replenishment, and phosphorous and nutrient removal.

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<sup>12</sup> Flood control measures such as dams, dikes, floodwalls, channel alterations, and diversion channels which are designed to keep water away from specific developments and/or populated areas, or to reduce flooding in such areas.



# Rockland

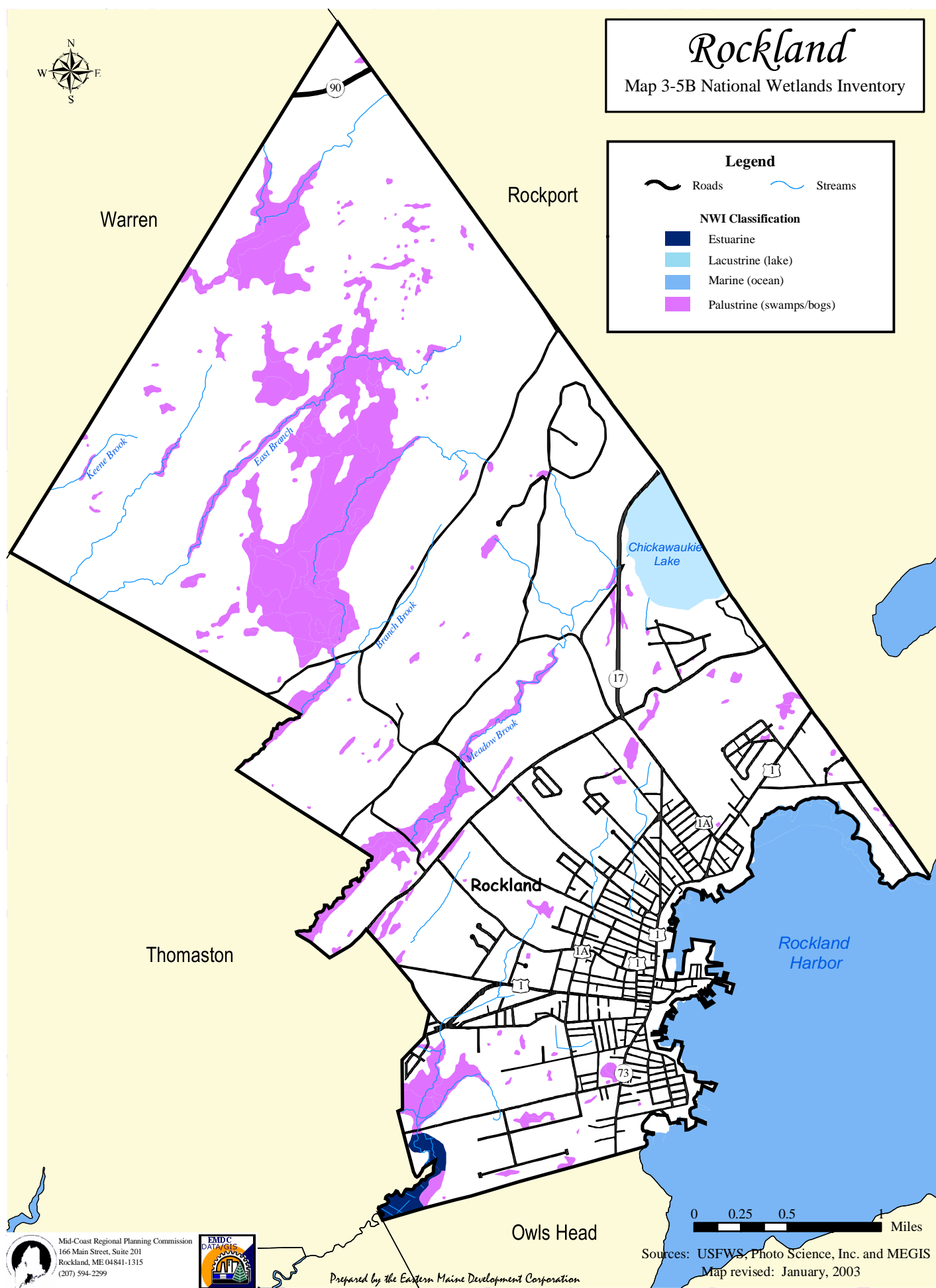
Map 3-5B National Wetlands Inventory

## Legend

~ Roads      ~ Streams

### NWI Classification

- Estuarine
- Lacustrine (lake)
- Marine (ocean)
- Palustrine (swamps/bogs)



Mid-Coast Regional Planning Commission  
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Prepared by the Eastern Maine Development Corporation

Sources: USFWS, Photo Science, Inc. and MEGIS  
Map revised: January, 2003

## Natural Resources

Wetlands are lands transitional between terrestrial and aquatic systems where the water table is usually at or near the surface and often covered by shallow water. They must have at least one or more of the following attributes in order to be classified as a wetland:

- (1) Periodically support wetland vegetation,
- (2) Contains hydric or waterlogged soils, and
- (3) Water is at or near the surface during the growing season of each year.

The boundaries of Rockland's wetlands are found on Map 3-5B, National Wetlands Inventory of the Natural Resources Inventory map series. These boundaries were identified by the National Wetlands Inventory, U.S. Fish and Wildlife, 1990 and show wetlands of 1 to 3 acres or larger. Aerial photos, soils mapping, and other wetland inventories along with some field checking were used to identify wetlands. The greatest concentration of wetlands is located west of the Bog Road in the vicinity of the Rockland Bog (340 acres). Other locations include an area adjacent to Meadow Brook (125 acres) west of Old County Road and an area adjacent to Marsh Stream (100 acres) in the southeast corner of the City near the Rockland Industrial Park. Because they are wetlands, it is difficult or prohibitive to fill, excavate or place structures in them. This has been the primary impetus for the City to cooperate with the Town of Owls Head to study expanding the Industrial Park into Owls Head.

Marine or intertidal wetlands are found along Rockland Harbor and consist of unconsolidated, aquatic bed (marine and estuarine wetlands) and bedrock material. Tidal wetlands are exposed to waves and currents. The north shoreline of the harbor, along Waldo Avenue and the Samoset Road, is composed of unconsolidated material, such as mud, marine clay, and subject to regular tidal flooding. These conditions have contributed to the landslide or slumping problem in the area.

Table 3-3 shows the characteristics of various important wetlands in Rockland, as well as their value as a wildlife habitat as rated by the Department of Inland Fisheries and Wildlife.

**Table 3-3**  
**Summary of Wetlands Information**

<b>Wetland Number</b>	<b>Maine IFW Wetland Type</b>	<b>Location</b>	<b>IFW Rating</b>
5	Freshwater forested scrub swamp	Branch Brook	Not Rated
6	Freshwater forested scrub swamp	Meadow Brook	Not Rated
8	Intertidal estuarine scrub swamp	Marsh Brook	Not Rated
209	Freshwater wooded swamp scrub	East Branch	Not Rated
210	Freshwater scrub swamp	The Bog	Not Rated
211	Freshwater forested	The Bog	Not Rated
212	Freshwater forested shrub swamp	The Bog	Not Rated

Wetlands within the City are protected as a Resource Protection District under the Shoreland Zoning Ordinance, the floodplain management regulations, and the Woodland and Wildlife Zone "G" Regulations of Chapter 19 of the City of Rockland Code (zoning and planning). Wildlife Zone "G" encompasses the area of the City west of the Bog Road, including the Greater Bog and extends to the commercial area along Route 90 at the northern triangular corner of the City. Wildlife Zone "G" also includes part of the Marsh Brook watershed south of Route 1. The general intent of Zone "G" is to preserve sensitive undeveloped open lands in their wild and natural state. Freshwater and coastal

wetlands are also protected by the State of Maine Natural Resources Act, administered by the Department of Environmental Protection, and by Section 404 of the 1972 Clean Water Act and amendments, administered by the U. S. Army Corps of Engineers.

### **Wetlands Issues and Implications:**

- (1) Wetlands perform a valuable function for the City. Are they adequately protected by existing regulations and land use policies or do they need to be improved upon? Is the partially imposed Department of Environmental Protection Mandatory Shoreland Zoning Ordinance sufficient to protect Rockland's wetlands? Does the City need to correct its deficiencies and adopt its own Shoreland Zoning Map and Ordinance?
- (3) Although important, the wetland areas do severely constrain the direction and intensity of development within the City. Because of the wetland issues, the City has a present land use policy that allows only low-density construction to take place west of the Bog Road and restricts further expansion of the Industrial Park in Rockland. Does the City wish to continue using this policy? If so, the City must meet the challenge of finding other locations and exploring other options for development, such as the redevelopment of existing older industrial sites, buildings and recycling "brownfield" sites,<sup>13</sup> and extending the existing Industrial Park into Owls Head.

## **ESTUARIES**

Estuaries are bodies of water along the coast that are formed when fresh water from rivers flows into and mixes with salt water from the ocean. In estuaries, the fresh river water is blocked from streaming into the open ocean by surrounding mainland, peninsulas, barrier islands, or fringing salt marshes. This mixing of fresh and salt water creates a unique environment that brims with life of all kinds. Estuaries along the Maine Coast are productive waters that provide valuable habitat for shellfish and an abundance of marine life. Sheltered harbors in estuaries have long been preferred site for towns and industrial development.<sup>14</sup>

The predominant estuaries in the midcoast are inventoried and mapped in the *Estuary Profile Series*, Maine Coastal Program, Maine State Planning Office, February 1991. The City of Rockland is not shown as part of a major estuarine system.

## **AQUIFERS**

Aquifers are geologic deposits and bedrock containing large quantities of groundwater<sup>15</sup>. Geologic processes have changed the bedrock from a solid rock mass into a network of fractures, joints, faults and bands of rock composition or rock fabric. This kind of geologic activity provides voids in bedrock for storing and transporting ground water. Water reaches bedrock from precipitation on the ground surface

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<sup>13</sup> "Brownfield" is the term used to refer to older abandoned industrial sites or buildings that contain environmental pollutants and, if cleaned up, can be used once again.

<sup>14</sup> Broadly defined, an estuary is a semi-enclosed embayment receiving freshwater run-off and having an open connection to the sea.

<sup>15</sup> Ground water is that portion of rain and snow melt that has seeped into the ground rather than running over the ground to become surface water or to evaporate



## Natural Resources

in the form of rain or snow melts seeping through the soil to the bedrock below. It is the source that supplies water for wells. Highly productive bedrock aquifers are rare. Sand and gravel aquifers are more productive but because of the geologic formation and the fairly thin soil cover in Rockland there are no major or significant sand and gravel aquifers. A majority of the homes and businesses in the City are on public water and only a small percentage is supplied by private bedrock wells.

The Department of Conservation (DOC) maintains well depth and yield information on Rockland wells provided to it by drillers. Well depths range from less than 100 feet to more than 300 feet with most depths between 100 feet and 200 feet. Well water yields vary from 2 gallons per minute (gpm) to 30 gpm. Most yields are in the vicinity of 3 to 10 gpm. Such yields are adequate for residential use and perhaps for some types of low intensity commercial uses. However, such well yields would be insufficient as a public water supply source. Also, testing by the Consumers Maine Water Company has shown well water to contain iron and magnesium. Iron causes the rusty color in water. It is not harmful for drinking but it can stain clothing.

Knowing the overburden thickness (depth to bedrock) is helpful to well drillers because it is used by the driller to determine the length of the casing needed to seal the well from the direct infiltration of surface water. Information provided by well drillers' shows that estimated overburden thickness in Rockland usually ranges from less than 10 feet to 24 feet.

The water resources map shows only those wells that the DOC has located through a visit to the City offices to match well ownership information with property tax records. This is a total of 7 wells out of 38 wells listed by the DOC for Rockland (see Appendix for Bedrock Well Information). The majority of these 47 well locations are west of Old County Road in areas not served by the Consumers Maine Water Company. Most wells are 100 feet or more in depth, with two wells on Dodges Mountain exceeding 400-foot depth. Most reported yields were 10 gpm or less.

### Well Water Issues and Implications

- (1) Public water service does not extend west of Lakeview Drive (Route 17) and Old County Road. Any development west of Old County Road will either require extension of water mains, as was done on Sherers Lane in the summer of 1999, or must rely upon bedrock aquifers for their water supply. Are the present codes adequate to protect this resource from damage? How will the need to drill fairly deep wells into the bedrock affect future development in the area? Should these limitations be reflected in determining minimum lot size requirements for those lots that are on private wells? Should they be placed in another zone such as Rural Residential-1, which allows dwellings on 20,000 square feet or on one-acre (43,560 sq. ft.) lots depending on the availability of sewers? Should the City extend public sewer and water to encourage development?

## FLOODPLAINS

The National Flood Insurance Program is administered by the Federal Emergency Management Agency (FEMA). The program has been designed to enable landowners to purchase flood insurance for property and to discourage additional development within the 100-year floodplain.<sup>16</sup> The City of Rockland entered the regular National Flood Insurance Program (NFIP) on January 5, 1989.

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<sup>16</sup> A 100-year flood is a flood that has one chance in 100 of being equaled or exceeded in any one year period

## Natural Resources

The coastal areas of Rockland are vulnerable to tidal flooding from major storms such as hurricanes and “nor’easters” (which are the most frequent type of storm in the area). Nor’easters can occur at any time of the year but are more prevalent in the winter months. Hurricanes, which are rarely experienced, occur in the late summer and early fall months.

Rockland does not have major inland or coastal flooding problems. Up to the present, development in Rockland has been mostly above tide levels. The principal objects subject to damage by severe storms include boats, marinas, and shoreland structures. However, the major concern for the City is the coastal shoreline erosion in the residential neighborhood west of the north end of the Rockland Harbor breakwater in the vicinity of Waldo Avenue and Jameson Point, and will continue to be a problem.

The major floodplain areas within the City are situated along Rockland Harbor as well as in the low-lying areas west of Bog Road, including the Greater Bog and its various streams. The harbor is primarily a commercial and industrial area comprised of piers, wharves and marine related boat yards, marinas, terminal, and some non-marine related industrial uses such as FMC.

Floodplains are best suited for uses such as open space, recreational uses not requiring major structures, and wildlife habitat such as the Greater Bog area. When construction does take place in a floodplain, the activity must meet the requirements of the City of Rockland Floodplain Management Ordinance, which was adopted on January 5, 1989. The adoption of a floodplain management ordinance is required for acceptance in the NFIP.

Since the adoption of the ordinance in 1989, numerous changes and updates have been made to the flood insurance program. These have been incorporated in the latest version of the Model Floodplain Management Ordinance prepared by the State Planning Office. Rockland adopted a current Floodplain Management Ordinance effective September 9, 1999.

### **Flood Issues and Implications**

- (1) Coastal storms can cause erosion inside the Breakwater along the north shore of the harbor resulting in heavy property damage. Are adequate floodplain regulatory controls in place? Are property owners eligible for flood insurance? If so, have they purchased it? Will they need assistance with purchasing flood insurance?
- (2). The present Floodplain Management Ordinance incorporates recent changes in the NFIP. Periodic revisions are likely to be needed in the future.

## **AGRICULTURE and FORESTRY**

### **State Goal**

To safeguard the State’s agricultural and forest resources from development which threatens these resources.

### **State Purpose**

In order to ensure the protection of agricultural and forest resources, each municipality shall discourage new development that is incompatible with uses related to the agricultural and forest industries.

## Introduction

The agricultural and forestry resources of Rockland were an important part in the early growth of the community. Dairy farms and blueberry harvesting were important sources of cash for the region. Within the Rockland Bog there were a number of lumber mills that produced timbers for wooden ships, barrels for the lime industry and blueberry crates. However, with increasing manufacturing and industrial development in the nineteenth and twentieth centuries, farming and forestry activities became less important to the economy of the City. Today, there few if any full time working farms and commercial timber harvesting operations, mostly for pulpwood and firewood, are limited to the Bog area.

The 1990 Census grouped agriculture, forestry and fisheries jobs and industries together<sup>17</sup>, so it is difficult to determine how many people in Rockland were employed in just agriculture and forestry. In 2000, 104 persons in the labor force listed their occupation as farming, fishing, or forestry.

## Inventory and Analysis

The purpose of this analysis is to identify the location of prime agricultural and forestry lands, inventory commercial forestry and agricultural land, and to determine the impact of agriculture and forestry upon the present economy, if any.

## Prime Agricultural and Forestry Lands

A substantial part of Rockland's land is classified as prime farmland soils by the Natural Resources Conservation Service. Farmland soils are best suited for producing food, feed, forage, and fiber crops. Such soils have the quality, growing season, and the moisture necessary to produce the highest crop yields using the least energy and economic resources. This partially explains the importance of farming in Rockland's early economy.

Most of the prime farmland lies east of West Meadow Road and southeast of Chickawaukie Lake, including much of the area west of North Main and Main Streets to the Owls Head town line. Much of this land has been developed and has not been used for farming for a long time. The predominant land uses are residential and commercial. Some large tracts of open land remain west of Broadway and on both sides of Old County Road, but they are gradually being developed. Smaller amounts of prime farmland are found close to the Bog Road west of the Benner Hill and Dodge Mountain ridge line as well as in the Rockland Bog. Within the City, there are few, if any commercial farm operations.

Prime forestland is that which has soils capable of growing wood at the economic productive growth rate for a given tree species. Soils with a rating of medium, high, or very high are considered prime forestland soils. In summary, these are the most productive forests. Nearly all of the land area within the City contains prime forestland soils. The section between the harbor and nearly to West Meadow Road has been cut over for development. Most of the remaining forest is located west of West Meadow Road and Route 17 extending towards Route 90. However, because most of this area contains rock outcrops and silty loam soil types, woodland productivity is medium. Due to the presence of these soils, Rockland does not have a significant amount of highly productive forests. Most prime forestlands are situated in the Woodland and Wildlife Zone "G" which allows commercial tree harvesting activities.

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<sup>17</sup> A total of 116 persons were employed in these industries according to the 1990 U.S. Census; 86 of them were Rockland residents.

## Natural Resources

Presently there is only one commercial timber harvesting operation being conducted. This operation is taking place on land in the south central part of the Rockland Bog near the Rockland-Thomaston Line.

### **Tree Growth Tax**

The commercial use of forestlands, as well as the preservation of open space, has been encouraged by the *Maine Tree Growth Law*, Title 36 M.R.S.A., Sections 571-584A. This law allows for the different valuation of land that has been classified as forestland, on the basis of productivity value per acre, rather than on fair market value. Fair market value is the highest and best use of land. This is the method by which most other real estate is valued. To qualify, parcels of land must be at least 10 acres in size. Each year the State Assessor determines the 100% valuation per acre for each forest type (soft, hardwood, and mixed) by county or by region. The results are used by the local assessor to determine the property taxes for forestland placed under the Tree Growth Law. The State provides reimbursement to communities for the loss of tax revenues resulting from the Tree Growth Law.

Within the City, 26 lots, totaling 644 acres, have been placed under Tree Growth. The total includes the following: 16 acres of softwood, 344 acres of hardwood, and 284 acres of mixed. The majority of these parcels are located west of the Bog Road towards Route 90 and including, the Rockland Bog.

### **Farm and Open Space Tax Law**

Not only does State tax policy encourage commercial forest activities, but it also acts to help the preservation of farms and open space through the *Farm and Open Space Tax Law*, Title 36 M.R.S.A., Sections 1101-1121. Under this law, property taxes are based upon the current use of farmland and open space and not upon fair market value or its potential for commercial and residential development.

Within the City of Rockland, there are three parcels totaling 88 acres in open space. These lots are located off West Meadow Road, the Bog Road and in the Bog.

### **Issues and Implications**

- (1) Even though commercial farming and forestry within the City are not as important to the economy today, they are valuable as local sources of food and firewood. Does the City wish to encourage more commercial farming? Because of the large amount of prime forestlands situated in the Rockland Bog area, does the City wish to encourage more commercial forestry activities? If so, what policies need to be adopted by the City?

## **OTHER SIGNIFICANT OR CRITICAL NATURAL RESOURCES**

( U n i q u e N a t u r a l A r e a s , S c e n i c V i s t a s )

### **State Goal:**

To protect the State's other critical natural resources, including without limitation, wetlands and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas.

### **State Coastal Management Policy**

Protect and manage critical habitat and natural areas of state and national significance and maintain the scenic beauty and character of the coast even in areas where development occurs.

## Introduction

The other natural resources and scenic vistas characteristic of Rockland have influenced the direction and the density in which the City has grown, and will continue to do so in the future.

## UNIQUE NATURAL AREAS

### Significant Plant Habitats

The Natural Areas Program of the Department of Conservation maintains a database with information about rare and endangered plants and natural communities throughout the State, as well as the Register of Critical Areas. The data files were checked regarding rare vascular plants, and rare or exemplary natural communities in Rockland. Table 3-4 provides information on rare and endangered plants found in the City.

**Table 3-4 Rare Plants and Natural Communities Documented From Rockland**

SCIENTIFIC NAME	COMMON NAME	STATUS	HABITAT
<i>Botrychium lunaria</i>	Moonwort	Critically imperiled in Maine because of extreme rarity or because some aspect of its biology makes it especially vulnerable to extirpation from Maine.	Open turf, gravel, or ledged slopes, shores and meadows, chiefly calcereous
<i>Carex atherodes</i>	Amned Sedge	Apparently extirpated in Maine (historically occurring species for which habitat no longer exists in Maine).	Calcereous meadows, swales, and shores.
<i>Woodwardia areolate</i>	Netted Chain-Fern	Apparently extirpated in Maine (historically occurring species for which habitat no longer exists in Maine).	Acid peat, boggy woods, swamps.

### Essential Habitat for Species Designated as Endangered or Threatened

The Maine Department of Inland Fisheries and Wildlife has identified and mapped areas currently or historically providing physical or biological features essential to the conservation of an endangered or threatened species requiring special management considerations for protection, in accordance with the provisions of Title 12 M.R.S.A., Section 7754 (2,3) and 7755-A (1,2,3). These habitat areas are depicted on the maps contained in the *Atlas of Essential Wildlife Habitats for Maine's Endangered and Threatened Species*, MDIF&W, 1995 Edition. A review of the maps showed that no habitats essential to endangered or threatened species are located within Rockland. The MDIF&W lists as "significant" wildlife habitats: a deer wintering area near the Oyster River; various waterfowl and wading bird habitats in the Rockland Bog, Meadow Brook and the Wesaweskeag Marsh; and Rockland Harbor as a Coastal Wildlife Concentration Area.

### Significant Marine Wildlife Habitats

Although there are no threatened species within Rockland, the harbor does contain significant marine wildlife activity. These are listed in the *Penobscot Bay Conservation Plan*, Maine State Planning Office, March 1987 and were identified through a combination of aerial and ground surveys. The marine wildlife include black ducks, cormorants, eiders, goldeneye/bufflehead, harbor seals, mallards, gulls, Canada geese, Great Blue Herons, loons, and shorebirds.

## THE GREATER OYSTER RIVER BOG or THE ROCKLAND BOG

### Introduction

After the harbor and the ocean view, Rockland's greatest natural treasure is the portion of the Great Oyster River Bog<sup>19</sup> situated within the City of Rockland. The Greater Bog Area ecosystem (See *Map 3-7 Greater Oyster River Bog*) encompasses about 6,000 acres or about 9.0 square miles involving parts of Rockland, Rockport, Thomaston and Warren. Approximately 5 square miles (3,339 acres), or roughly two-thirds, lies within the boundaries of the City of Rockland. It is bounded on the north by Route 90, on the west by the main branch of the Oyster River, on the south by the Thomaston town line and on the east by the Bog Road. The actual botanical Bog is a peat bog with deposits ranging from 10 feet to 20 feet in depth. All of its 600 acres are within the City of Rockland. It is located west of the Bog Road. Because the Greater Bog area provides for open space protection, offers low impact recreational opportunities, and encompasses an estimated 40% of the City's land area, it merits special consideration in the Comprehensive Plan.

### Bog Origins

The Greater Bog area originated from the last Ice Age about 10,000 years ago. In the area between Dodge Mountain and Meadow Mountain, glacial action carved a shallow depression or basin out of the bedrock. When the ice retreated northward, leaving a surface deposit of glacial till, the sea advanced into the shallow depression depositing marine clay. This "clam-flat muck" constitutes the floor of the present bog. When the landform rebounded, the land surface rose above the sea and isolated the depression from the coast. Eventually, the depression became a freshwater pond or lake. However, because it was shallow and had little or no drainage, the lake became stagnant or dead (eutrophic). Gradually over the ages, decaying plant life accumulated from which humus and soil built up in the basin to form the present wet or hydric soils in the area.

### Characteristics of the Greater Bog

Upland forest, wetlands, and abandoned agricultural fields make up the Bog area. Most of the land is gently sloping, but the wetlands are flat and the ridges to the north and to the east are steeper than the remainder of the area. A true botanical bog is defined as the vegetation type found in poorly drained depressions underlain by considerable deposits of peat and characterized by a distinctive evergreen-shrub or coniferous flora. Nearly all of the rest is upland forest.

The area is drained by several rivers and streams including the main branch of the Oyster River, the East Branch of the Oyster River, Branch Brook and Keene Brook; all of which flow southerly out of the Greater Bog area to the St. George River.

### Vegetation

The Greater Bog area contains an abundance of vegetation. About thirty kinds of trees, fifty shrubs, and more than two hundred ferns and flowering plants have been found and identified. The State of Maine Natural Areas Program has designated a portion of the Greater Bog as a critical area with the

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<sup>19</sup> The major sources of information on the bog are derived from *A Special Place: Story of the Oyster River Bog* (Rockport Conservation Commission, 1976) and *The Oyster River Bog: A Case Study in Wildlife Management on Private Property in Knox County, Maine* by John Shores (Wildlife Management Center, University of Michigan, 1983) and the Oyster River Bog Association.

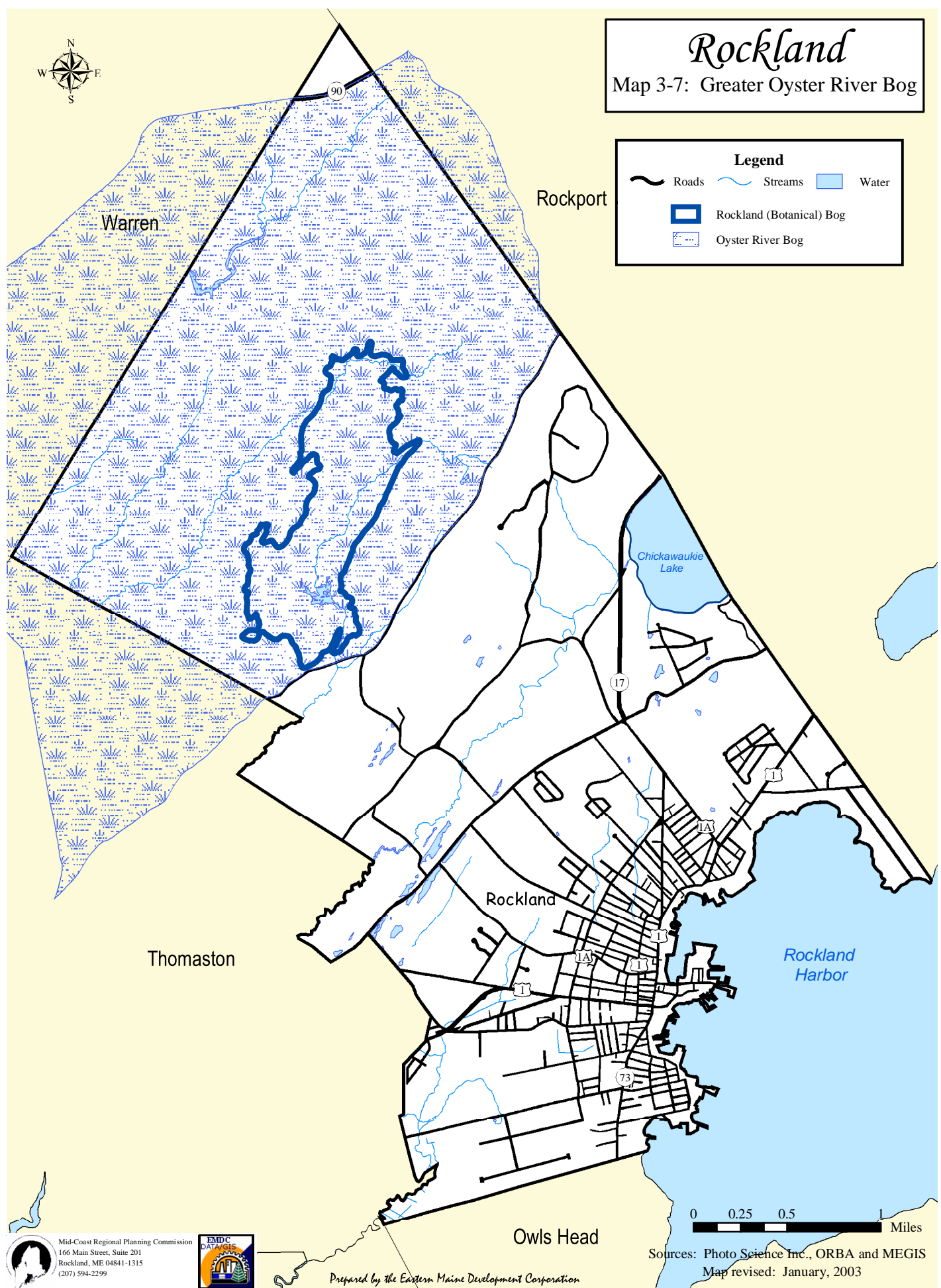


# Rockland

Map 3-7: Greater Oyster River Bog

**Legend**

	Roads		Streams		Water
	Rockland (Botanical) Bog				
	Oyster River Bog				



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Prepared by the Eastern Maine Development Corporation

Sources: Photo Science Inc., ORBA and MEGIS  
Map revised: January, 2003

inclusion of the moonwort (*Botrychium lunaria*) to its list of rare plants. The moonwort is a perennial fern found in meadows and ranges to parts of the extreme northern United States.

The much larger upland area, west and northwest of the peat bog, is mostly second growth forest. Big-tooth aspen is the principal tree in the hundreds of acres burned in 1948. In the cut over areas there is much red maple, and some fir, red spruce, white pine, white birch, red oak and white ash. Although nearly all of the Greater Bog shows signs of having been cut over, there remain stands of merchantable saw logs and abundant stands for fuel wood and pulpwood.

### Birds and Animals

Forty-three kinds of birds were recorded in the Greater Bog area including wood ducks, Canada geese, hawks, owls, woodpeckers, and game-bird species such as the woodcock and partridge (grouse).

Although the Greater Bog area supports an assortment of animals, the most noteworthy are a small population of deer and moose. Also, animals such as muskrat, mink, and beaver, which have been trapped for their fur, are well established.

### Land Use Activities

The primary activities conducted in the Greater Bog are commercial forestry and recreation. Timber harvesting is difficult because of the need to cross others lands, lack of a system of interior logging roads and the number of streams and brooks that need to be crossed. Despite these problems, commercial timber harvesting and cutting for firewood will continue as long they are profitable.

Recreational activities include hunting and trapping as well as walking, hiking, cross-country skiing, and snowmobile trails. Increasingly, the trails are being used by All Terrain Vehicles (ATVs) and four wheel drive (4WD) trucks, which cause a great deal of damage.

### Protection

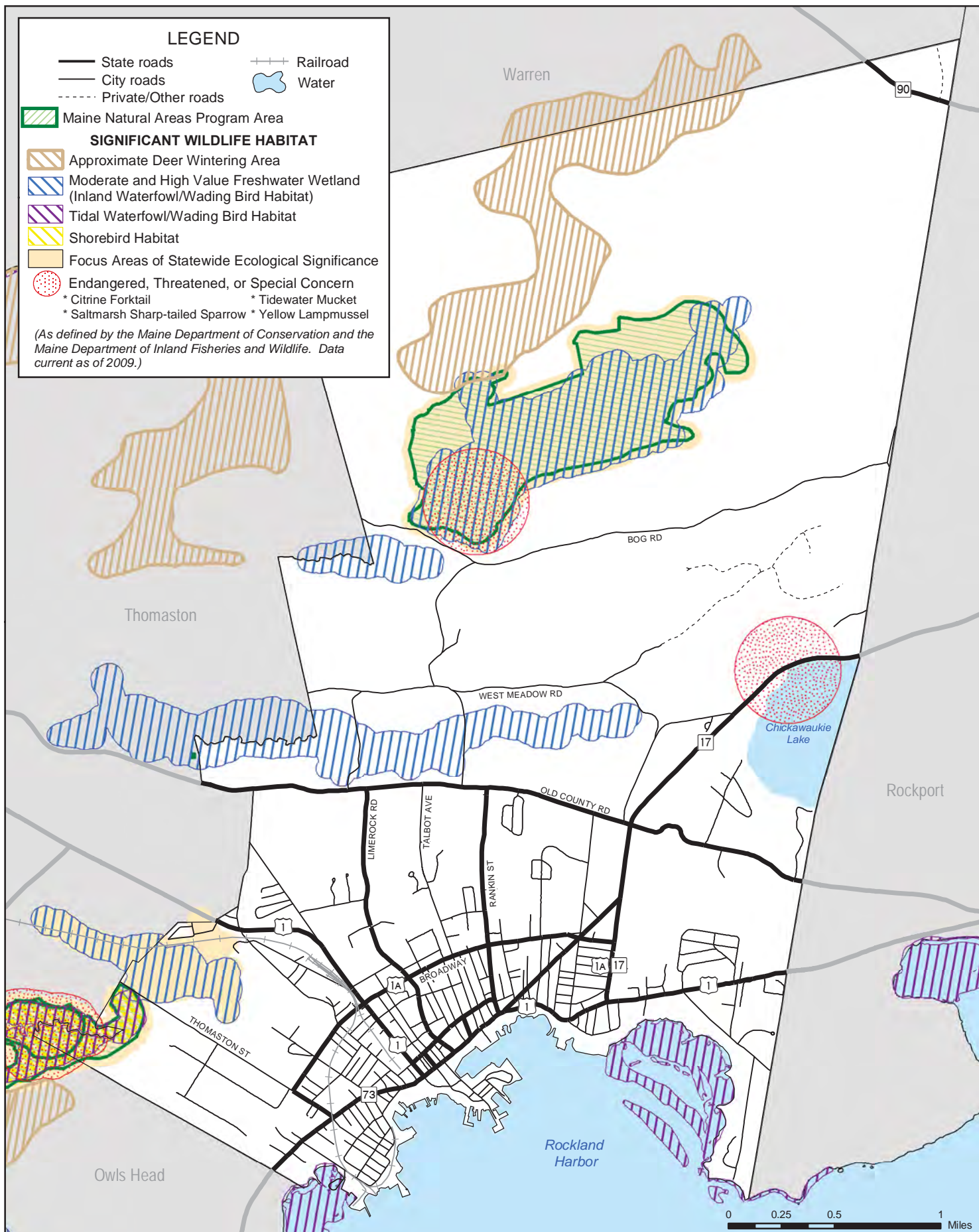
Within the Greater Bog area, protection is provided by private means and by municipal ordinance. The total privately protected Greater Bog area in Rockland consists of 1,013 acres, 978 acres of which contain conservation easements<sup>20</sup>. The remaining 35 acres are owned by the Oyster River Bog Association (ORBA). The largest landowner is the City of Rockland, which has 813.5 acres in conservation easement. During the Great Depression, many landowners' lost properties in the Rockland portion of the Bog when they were unable to pay their property taxes and the City acquired the parcels by tax lien.

Except for the Route 90 Corridor and the land along the west side of Bog Road, the Greater Bog area is in the Woodland and Wildlife Zone "G". The general intent of this zone is "to preserve this unique area in its wild and natural state, at the same time allowing private owners and the public enjoyment of the area for recreational purposes and for private owners to continue to harvest timber and cut firewood." Uses permitted in the zone are limited to timber harvesting and outdoor recreational activities. Prohibited uses include construction of roads, except logging roads, and buildings and dwellings, and the operation of motorized vehicles such as ATVs and, 4WD trucks. Of the four municipalities that share the Greater Bog area, only the City of Rockland has adopted a special protection zone. Protection is also provided by the Department of Environmental Protection's partially

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<sup>20</sup> A flexible, voluntary statement, usually inserted into a property deed, by a landowner establishing restrictions as to how a parcel of land is used or developed in the future.





## CRITICAL HABITAT

Prepared as part of the Gateway 1 amendments to the comprehensive plan.

## CITY OF ROCKLAND

Map revised: September 19, 2011  
 Map prepared by LatLong Logic, LLC  
 Sources: City of Rockland, MEIFW, MNAP, MEDOT and MEGIS



**MID - COAST**  
 REGIONAL PLANNING COMMISSION  
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imposed Shoreland Zoning Ordinance. The land within 250 feet of the upper edge of the botanical Bog and the Oyster River is designated as Resource Protection and Limited Residential District. Limited Residential allows for single-family dwellings on 40,000 square foot lots. This contradicts the Woodland and Wildlife Zone “G” which prohibits dwellings in the Greater Bog area.

Privately owned land along the Bog Road adjacent to the botanical or peat area is designated as Residential “B” which allows for single and multi-family dwellings, institutions and some commercial activities. Lot area for a single-family dwelling is 10,000 square feet. The number of houses along the Bog Road has increased over the years.

### **Stewardship**

In addition to the management of the Greater Bog by the private landowners and by the City of Rockland, overall stewardship of the Greater Bog is provided by the Oyster River Bog Association (ORBA). This non-profit corporation was formed in 1977. The mission of the association is “to assure that the character and current uses of the area such as wood harvesting, hunting, fishing, nature studies, snow-mobiling, skiing, hiking, etc., remain intact for future generations.” To carry out its mission the association works with landowners to obtain conservation easements and has developed an educational program on the story of the Greater Bog.

Because of its wilderness character and the fact that it has changed little since the Tolman Family settled in and around the Greater Bog area before 1770, this undeveloped area is a game and wildlife habitat, a scientific research laboratory, and a recreational area, which must continue to be preserved.

### **Unique Areas Issues and Implications**

- (1) Although often overshadowed by the commercial and industrial focus of the community, Rockland does possess significant freshwater and marine wildlife activity. Does the City wish to place more emphasis upon its wildlife attributes? Is there adequate regulatory protection for significant wildlife habitats? Does the City believe that it has struck a balance between the demands of its human inhabitants and the needs of its wildlife?
- (2) About 40% of the land area of the City is within the undeveloped Greater Bog area. Does the City feel that the current Woodland and Wildlife Zone “G” Regulations, which were adopted in 1987, are still adequate to deal with this large section of the City? If not, what does the City feel needs to be done? Study? Modifications? Entire overhaul? Also, the Woodland Zone “G” prohibits dwellings whereas the Shoreland Zoning Ordinance permits such uses. This inconsistency needs to be addressed.
- (3) Currently there are myriad owners with many different shaped and sized lots. Often this was the result of inheritance. This has created problems for trail construction and maintenance and for timber harvesting, as people must ask permission of landowners to cross over their property. Does the City of Rockland see a role for itself in sorting out these relationships among owners? Or should the City deal only with persons wanting to use or cross over its own land? Is this a responsibility that the ORBA should assume?
- (4) Motorized off-road vehicles such as ATVs and 4WD trucks are prohibited from the Rockland portion of the Greater Bog by zoning and by conservation easement. Also, state law bans motorized vehicles from using snowmobile club maintained trails. The bans are not actively enforced. Should the City undertake active enforcement or leave it up to the individual property

owners to police? Should such enforcement powers be given to a Greater Bog warden, ranger or constable?

- (5) A noticeable trend in the eastern part of the Greater Bog along the Bog Road has been the substantial increase in residential use. It is expected that these perimeter lots will continue to be sold and built upon. Although this has required very few acres directly, the changes are permanent as each acre of land that is consumed by development is one less acre of wild land. Should the City look at the Residential “B” designation for the Bog Road to see if it is still appropriate? If not, should changes or modifications, such as increasing the minimum lot size, be made?
- (6) Although many landowners are cutting firewood, a small number of owners are selling wood commercially. The amount of wood cut in a year is influenced by market demand. Presently, timber harvesting is manageable as long as the acreage being cut remains a small percentage of the Greater Bog forestland. Is the City satisfied with the present forest cutting practices? Does the City see the need to add timber-harvesting standards to the Woodland and Wildlife Zone “G” Regulations? The Shoreland Zoning Ordinance does contain timber-harvesting standards.

## SCENIC RESOURCES

The scenic resources of a community are the attributes that give it identity and make it an appealing place in which to live and to visit. Within the City of Rockland, the predominant scenic resources consist of views of the Harbor and Penobscot Bay. These views extend from the South End along Main Street and to Jameson Point. Valuable views of the harbor are also found from the Benner Hill and Dodge Mountain ridgeline.

The publication entitled *Scenic Inventory: Mainland Sites of Penobscot Bay* by the Critical Areas Program of the Maine State Planning Office (May, 1990) has identified two important scenic assets. The first area is the Harbor viewshed<sup>21</sup>. The foreground includes parks, parking areas, buildings and structures, wharves, mooring areas and the waters of Rockland Harbor. The more distant views include the breakwater, two lighthouses, mooring area, the opposite shoreline in Owls Head and the islands in the Bay. The overall landscape condition is rated fair to good. The waterfront has a cluttered appearance, typical of Maine’s larger working waterfronts and commercial ports.

The motorist approaching Rockland from the south on U.S. Route 1 encounters the first close up view of the Harbor and Bay on reaching the intersection of Park and Main Streets. Although it is referred to as “Coastal Route 1,” it in fact runs parallel to and away from the coast, crossing many tidal rivers between Bath and Rockland. From Rockland north to Belfast, it runs parallel to the shore of West Penobscot Bay, offering some excellent views of the Bay. One of these views is the half-mile stretch of Route 1 on Main Street from Summer Street on the edge of the Downtown northerly to Front Street. This section allows one to drive slowly and gain filtered views of the waters of Rockland Harbor, Penobscot Bay, and on a clear day, the Bay islands. Presently, full views are blocked by several buildings, two of which are older vacant structures. This stretch of road is located in the Waterfront-3 and Waterfront-4 Zones with a maximum building height of 40 feet.

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<sup>21</sup> A viewshed is all the surface visible from an observer’s viewpoint in which a critical object is seen

## Natural Resources

The Public Landing offers a fine view of Rockland Harbor with the Lighthouse and Breakwater in the distance. The view is framed by the public floats to the right and a pier on the left. Public parking and public restrooms are available here. Thanks to the February 28, 1996 purchase of Merrill Park, a 0.36 acre parcel fronting on Main Street, a clear view is also available over the 3.42 acre Public Landing from Main Street.

To the south of the public landing, redevelopment of a former industrial site has opened new views of the harbor along Water Street. Around the corner on Scott Street is the next public parcel, Sandy Beach, offering an unobstructed view of the harbor. This land, though only 0.36-acre in size, features a small bathing beach with a rough stone breakwater to the left and ledges on the right. The view includes a close-up of the small craft mooring area with more distant views of the fish pier, Coast Guard base and the vessels entering and leaving the Harbor via the channel past the lighthouse. Limited on-street parking is available near the site.

Views of the outer harbor and Owls Head are seen as one continues along Atlantic Street. On Mechanic Street is Snow Marine Park. This 7.68-acre facility includes a double launching ramp and floats (in season), parking for vehicles and trailers, and a large open area adapted, and used, for athletic events. While the views are less spectacular than those mentioned previously, the activity around the launching ramps and at the nearby shipyard and Hurricane Island Outward Bound School is often interesting. The Owls Head peninsula, which forms the southern shore of the Harbor, provides a pleasant background.

On returning to the Public Landing, the next waterfront facility offering good views is Buoy Park, just north of the Public Landing. In fact, this park, which visually lines up with U.S. Route 1, is what provides the motorist coming north on Route 1 with the first view of the Harbor and Lighthouse. A pier and floats offer close observation of the charter and cruise boat activities plus nearby marina facilities. The west side of the fish pier is also easily visible from this site. Parking is available on this 2.1-acre parcel.

In the north end of the city, views of the Harbor and Bay are found along Front Street starting from its juncture with Route 1 easterly for a distance of over 1/10 of a mile to Maverick Street. Presently, the embankment of the long-gone Limerock Railroad restricts the view from the street and provides only a marginal view of the Harbor from the residences in the North End Neighborhood. At one time, benches, a path, and roadside parking were installed by the North End Neighborhood Project. However, over time these improvements have fallen into disrepair and overgrown vegetation has obscured much of the view of the Harbor and Bay. The nearby view from the embankment includes activities of a marine construction firm, a boatyard, and the North End Shipyard serving as the base for many of Rockland's schooners and a metal fabricating firm. There is limited on street parking here.

Proceeding further north on Camden Street (Route 1), there are sporadic views of the harbor. Good views of the harbor are seen along most of Waldo Avenue and Samoset Road. At the end of the Samoset Road is the Marie Reed Park, which provides spectacular views of the Breakwater and Penobscot Bay. From there, a footpath alongside the golf course leads to the inshore end of the granite breakwater that reaches out into Rockland Harbor and ends at the lighthouse. The breakwater and lighthouse are a major community landmark and an attraction for the City as people enjoy walking along the breakwater. Since the main shipping channel passes close to the lighthouse, it provides an excellent viewing point for Rockland's varied marine traffic, which includes state ferries, fishing boats,

schooners, yachts, Coast Guard vessels, and many types of small craft. Foreground elements include the Samoset Resort and golf course. Mid-ground views include Rockland Harbor and Penobscot Bay, the Rockland skyline, and the Owls Head Lighthouse. Background views, particularly from the breakwater, include Penobscot Bay, distant islands and the hilltops to the west and north of Rockland.

While the narrative has been loosely based on an automobile trip, most of the “viewpoints” just mentioned are connected by the Rockland Harbor Trail, a pedestrian walkway. During the summer of 1999 the Rockland Harbor Trail was delineated by a painted blue line, which created some controversy. Since then, MBNA has constructed a boardwalk on its property, which is now a part of the Harbor Trail. The Fish Pier and the Maine State Ferry Terminal, while both are publicly owned and offer good close-up views of marine activity, have not been discussed in detail since the nature and intensity of their activities makes their use for public viewing less desirable.

The evaluation reports prepared by the State Planning Office for the Rockland Harbor and Jameson Point viewsheds are contained in the Appendix.

Another area offering scenic views is the top of Dodge Mountain/Benner Hill looking out over the Harbor, Penobscot Bay, the Atlantic Ocean and the Chickawaukie Lake Watershed. Other areas with views of the harbor include some of the lots in the Pen Bay Acres subdivision, some lots in the Juniper Hill area, at the top of the hill on Talbot Avenue, and along portions of West Meadow Road.

Presently, the areas near or at the top of Dodge Mountain are undergoing residential development because landowners wish to take advantage of the spectacular views. Dotted over the landscape, on large lots, are larger single-family homes that can be seen from a long distance. Currently the high ground is zoned Residential “AA” with a lot size requirement of 20,000 square feet and 40% maximum coverage and Residential “B” with a 10,000 square foot minimum area and 60% maximum coverage.

### **Scenic Resources Issues and Implications**

The Gateway 1 Scenic Quality Assessment Map (Map 3-9) shows one Distinctive Scenic Class View, looking east to Rockland Harbor from US Route 1 in the vicinity of the Maine State Ferry Terminal, and two Noteworthy Scenic Class Views, one of which is north of the Distinctive View on US Route 1, also looking east to Rockland Harbor, and the other from Route 90 looking southeast to Dodge Mountain. The views from US Route 1 are within the developed downtown and the commercial strip growth area north of downtown. The views from Route 90 are within the commercially zoned portion of that roadway, a small portion of which lies in Rockland.

- (1) The views of the Harbor and Bay from Main Street are unique because close water views are rare along Route 1, especially from Portland to Bar Harbor. Does the City wish to take further advantage of this asset by the acquisition and removal of existing buildings? Is the 40-foot maximum building height sufficient to provide unobstructed water views? If not, should the City consider lowering the maximum building height or requiring greater side lot line setbacks? Should greater public access be part of any development along the waterfront?
- (2) The scenic views from Front Street offer much of interest but remain largely unknown. In addition, the improvements have suffered from neglect. Does the City wish to make more use of this asset by making the necessary repairs to the limited facilities? Should the City consider removing the embankment and remains of railroad trestles and opening up the view to the North

## Natural Resources

End Neighborhood? This could result in increased popularity and increase the value of nearby homes.

- (3) For reasons of privacy and views, expensive housing has been built on the side and top of Dodge Mountain, despite the cost and difficulty of undertaking such construction. Should the City enact larger lot size and smaller lot coverage requirements for buildings on Dodge Mountain to preserve, as much as possible, the view of the mountain? Will these development pressures spread to Benner Hill, which is still relatively untouched? Should similar steps be taken to protect the view of Benner Hill as well?
- (4) Benner Hill is the site of three radio (or microwave) towers. With the increasing use of line-of-sight radio communications, by such users as cell phones and VHF radios, there may be pressure to accommodate additional towers on this and other higher ground in Rockland and nearby communities. Should the City enact ordinances to control the placement and shared use of such towers which, however useful they may be, do affect the views of many people?
- (5) The City owns a 43-acre lot off Dodge Mountain Road (also known as Tolman Road) that extends up the easterly side of Benner Hill and across the ridgeline and down the west slope to within about 300 feet of the Bog Road. This land was a portion of the City Poor Farm. If developed with hiking trails, it could offer the public views similar to those now restricted to residents of the subdivision on Dodge Mountain. Purchase of land, or of easements allowing public access, could provide access to this parcel from the Bog Road. Although not as high as Mount Battie, the summit of Benner Hill would offer even better views of the offshore islands than are available from that Camden landmark. Does the City wish to make use of this parcel of public land?

## Goals, Policies, and Strategies

### Topography:

**Goal:** To make the best possible use of Rockland's land and water areas and topographic features.

### Policies:

1. Recognize the constraints inherent in Rockland's topography in planning for future development.
2. Preserve, to the extent possible, Rockland's distinctive topographic features.
3. Retain and encourage public access, both personal and through views, of Rockland's notable topographic features.

### Strategies:

1. Amend ordinances to limit development of steep slopes and higher elevations to low-density natural resource and/or residential uses.
2. Adopt ordinances to limit excavating and filling of land to retain as much as possible of the original contours of the land, except for the installation of buildings and necessary roads and driveways.
3. Limit the construction of roads to grades not exceeding 8%.
4. Require greater area for lots with slopes steeper than 20%.
5. Retain and, as appropriate, develop existing public access to such features as the Rockland Bog, Benner Hill/Dodge Mountain, and the waterfronts of Rockland Harbor and Chickawaukie Lake. Require public access, as appropriate, for future development proposals.

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6. Recognize that Rockland's limited developable land area will not allow the City to accommodate, within its boundaries, all development desired in the region. This will require cooperation with neighboring municipalities (Owls Head, Thomaston, Warren and Rockport) to achieve regional goals.
7. Carefully consider all extensions of public utilities, so that unwanted development is not encouraged in areas topographically unsuited to such development.
8. Complete and maintain an inventory of environmentally-sensitive areas under private ownership and encourage or provide incentives to owners for voluntary conservation. Require that applicants proposing developments that would substantially change the rural characteristics of a site conduct a natural resource inventory and values assessment as part of site plan or subdivision review and require the applicant to address how natural resources will be maintained or adverse impacts minimized with the development proposal.
9. Work with the Oyster River Bog Association to expand the bog preservation area with conservation easements and to reduce incompatible uses of the preserved areas.
10. Continue to inform landowners about, and advocate for, current-use tax programs, including the Tree Growth, Farmland, and Open Space programs.
11. Establish a local open space fund for voluntary land acquisitions and conservation easements, and seek donations, bequests, and grants, and apply to the Land for Maine's Future program to support this effort.
12. Support land trusts in their work with landowners to protect specified types of land through acquisition, conservation easements, and buy-restrict-resell development projects.

### **Surficial Geology and Soils:**

**Goal: To identify land that has geologic and soil conditions suitable for development.**

**Policy:** Determine geologic and soils information necessary for safe development of land, including the determination of any negative effects on those lands located nearby and/or down slope from the proposed development.

#### **Strategies:**

1. Require, as part of the permit application processes for various developments, that sufficient information be provided to determine if the proposed development:
  - A. Has geologic and soil conditions adequate to support the buildings and other proposed improvements on the site.
  - B. That the soils on site are adequate for any proposed wastewater disposal and/or retention of runoff resulting from the proposed development.
  - C. That proposed development would not aggravate subsurface conditions on other lands nearby or down slope from the site.
2. Restrict the development of areas with unsuitable soils and unstable geologic conditions.
3. Consider alternative uses for Rockland's many abandoned lime quarries. Some may be suitable for alternative uses such as aquaculture, recreation, or low-density residential development.

### **Rockland Harbor Landslide:**

**Goal: To prevent, to the extent possible, future landslides into Rockland Harbor.**

#### **Policies:**

1. Direct intensive development, especially that involving large structures and paved areas, away from land which drains toward the landslide-prone area of Rockland Harbor.
2. Prevent additional development in the areas most likely to experience further landslides.



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3. Improve drainage and storm water management to reduce the impact of runoff on the unstable soils of the landslide areas.

### Strategies:

1. Continue to require all development applications in the areas, from which runoff contributes to the instability of the landslide area, to provide geo-technical information necessary in order to determine the risks imposed by the proposed development. Deny or modify those development proposals deemed to impose unacceptable risk of landslide.
2. Consider cost sharing with desired development to provide storm drainage to reduce risk of landslide.
3. Consider cost sharing with desired harbor-side development to re-grade, rip-rap, or otherwise modify the shoreline to significantly reduce risk of landslide.
4. Consider purchase of harbor-side lands deemed at serious risk of landslide for low-intensity public recreation.

### Water Resources:

**Goal: To protect the quality and manage the quantity of Rockland's waters.**

**Policy:** Assure that Rockland's watershed areas are properly managed to minimize flooding, control ground water, and reduce or eliminate pollution of surface waters.

### Strategies:

1. Amend ordinances to require effects of proposed development on storm water flows and flooding to be determined during the application process. Require on-site detention of storm water runoff where appropriate.
2. Work with the Lindsey Brook Committee to carry out the improvements recommended in the recent engineering studies on Lindsey Brook's flooding problems. Determine the most cost-effective means of financing the needed public improvements.
3. Obtain easements or other necessary legal agreements with riparian landowners to enable the City to carry out needed maintenance and repairs, both emergency and ongoing, to Lindsey Brook and all other watercourses within the City.
4. Work with the Department of Environmental Protection to enable the City to carry out improvements and maintenance activities on all watercourses within the City without requiring DEP permits/approvals for each separate activity.
5. Provide the Public Works Department with the means to maintain the watercourses within the City, most of which function as storm drains for the urbanized area.
6. In addition to the Chickawaukie Watershed Plan (which requires the preparation of Erosion and Sediment Control Plans for proposed development along this lake), the city will revise phosphorus control method language in the zoning ordinance, selecting a high level of protection for Chickawaukie Lake to ensure that development minimizes phosphorus runoff. As needed, the City will revise the Chickawaukie Watershed Plan. The City will cooperate with the Town of Rockport to ensure consistent and therefore meaningful regulation for Chickawaukie Lake.
7. Work with the Town of Rockport, the Consumers Maine Water Company and other riparian landowners to maintain and improve the water quality of Chickawaukie Lake.
8. Monitor the infiltration of groundwater into the sanitary sewer system. Repair or replace lines and equipment allowing excess infiltration of groundwater.
9. Establish a program of periodic inspection of on-site wastewater disposal systems (septic tanks and leach fields) to assure their continued effective operation and avoid pollution of groundwater resources.



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10. For those quarries considered unsuitable for alternative uses, prepare studies to allow filling them with earth and rock and make the necessary applications to the Department of Environmental Protection.
11. The Shoreland Zoning Ordinance will be amended to meet current state requirements and thereby remove the necessity for the Board of Environmental Protection imposed provisions.

### **Wetlands:**

**Goal:** To protect and maintain the natural qualities of wetlands, both hydrological and environmental.

### **Policies:**

1. Control, by ordinance, the use of wetlands.
2. Consider obtaining easements or the purchase of wetlands of particular importance to flood control and/or environmental considerations (i.e., deer yards, wildlife passages, fish spawning/nursery areas of watercourses).

### **Strategies:**

1. Retain the Woodland and Wildlife Zone in the Rockland Bog and Marsh Brook to prevent development harmful to these wetlands.
2. Consider including within the Woodland and Wildlife Zone some undeveloped areas surrounding Meadow Brook and other watercourses to avoid the negative effects of development.
3. Amend other zoning districts as needed to provide setbacks and other protection for wetlands and watercourses to allow their continued effective functioning.
4. Purchase needed lands for retention basins and other “flood control” works necessary to protect properties along Lindsey Brook and other watercourses in the urbanized area.

### **Ground Water/Aquifers:**

**Goal:** To have groundwater resources available for possible future use as drinking water supplies.

**Policy:** Protect groundwater from pollution.

### **Strategies:**

1. Continue pumping those quarries used for solid waste disposal so that pollutants in the water in those quarries does not infiltrate nearby rock.
2. Prohibit utilizing additional quarries for waste disposal, with the exception of the disposal of inert materials including demolition debris, tree stumps, and similar materials as allowed by law.
3. Establish a program of periodic inspection of on-site wastewater disposal systems (septic tanks and leach fields) to assure their continued effective operation and avoid pollution of groundwater resources.
4. Limit development of areas not served by the Consumers Maine Water Company to densities, which can rely on groundwater available on-site.
5. Extend water and sewer lines to those areas whose land uses require more water than is available from groundwater or whose activities threaten to pollute groundwater.

### **Floodplains/ Flood Proofing/ Flood Insurance**

**Goal:** To reduce flood damage to public and private properties to the extent possible.

**Policy:** Limit development of floodplains and areas vulnerable to coastal flooding to reduce the need for the flood proofing of structures and the purchase of flood insurance.

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### Strategies:

1. Amend ordinances as necessary to continue to limit the development of flood-prone areas, including those areas vulnerable to coastal flooding, and require elevation of buildings sufficient to reduce their vulnerability to flooding.
2. Update the Flood Plain Management Ordinance as necessary to reflect current versions and retain eligibility of Rockland property owners to purchase Flood Insurance through the National Flood Insurance Program. The most recently adopted amendments were effective September 9, 1999.
3. Make the necessary improvements to Lindsey Brook to limit future flooding, including any flood proofing needed for public buildings adjacent to the brook.

### Agriculture and Forestry:

**Goal:** To safeguard those areas where lack of development and suitable soil and drainage conditions make future agricultural or silvicultural activities possible.

**Policy:** Direct development away from areas with high potential of wood production or agricultural activities.

### Strategies:

1. Retain Woodland and Wildlife Zoning where silvicultural activities are, or could be, important to Rockland's future.
2. Work with adjoining landowners in the Bog, in cooperation with the Oyster River Bog Association, to construct and maintain woods roads to provide access for silvicultural activities on those City-owned parcels large enough to warrant such activities.
3. Increase the public access to City-owned properties in the Bog for recreational activities. This will also require an increased presence of City personnel for such activities as trail maintenance, litter removal, fire suppression and enforcement of ATV laws.

### Scenic Resources:

**Goal:** To safeguard those scenic resources that make Rockland the special place it is.

**Policy:** Actively encourage the retention and improvement of scenic views.

### Strategies:

1. Review and amend, as necessary, the zoning along Main Street, particularly between Park and North Streets to the south of "downtown" and between the Maine State Ferry Terminal and the intersection of Front Street on the north of "downtown", to provide improved visibility of Rockland Harbor from the street.
2. Review and amend, as necessary, the zoning along Camden Street between Maverick Street and Waldo Avenue to provide improved visibility of the Harbor from the street.
3. Review the zoning of areas fronting on the Harbor. Require sideline setbacks to increase or preserve views of the water from public rights of way. Consider the effects of placement and heights of buildings on the seaward side of streets paralleling the shore on views and air circulation for those properties on the landward side of those streets.
4. In consultation with the North End Neighborhood Association, purchase land on the waterfront side of Front Street for a neighborhood park. Remove portions of the railroad embankment and trestle to permit landscaping of this area for limited recreational use and improvement of the views from Front Street and the properties along it. An interpretive display could inform the public of the history of this area (as has been done at the waterfront park in Rockport).
5. Make the Harbor Trail a more permanent fixture, including signing, purchase of easements and provision of sidewalks where needed for safety.

## Natural Resources

6. Reduce the building coverage allowed for lots with slopes in excess of 20% on Benner Hill and Dodge Mountain.
7. Adopt provisions in the Zoning Ordinance controlling radio antennas.
8. In consultation with the Parks Commission, create a plan to develop City-owned land on Benner Hill for low intensity public recreation. This area offers the best publicly available, high elevation views within Rockland.
9. Adopt additional view protection/visual impact performance standards in zoning regulations and subdivision and site plan review standards, based upon the Gateway 1 publication 'Scenic Resource Assessment, Gateway 1 Corridor' Chapter 8. Such strategies should include, without limitation, the following:
  - \* Encourage the replacement and placement of utility poles, appurtenances, and road crossings in the corridor in the least environmentally and visually sensitive locations to the extent possible;
  - \* Plant street trees and integrate lighting, sidewalks, and other streetscape features;
  - \* Trim vegetation regularly to retain view corridors and keep/restore naturalized edges;
  - \* Use transportation safety features, e.g. guardrails, with natural-appearing colors and materials (such as Core 10 steel) that blend and enhance rather than look out of place, make-shift utilitarian, or neglected.



# Rockland

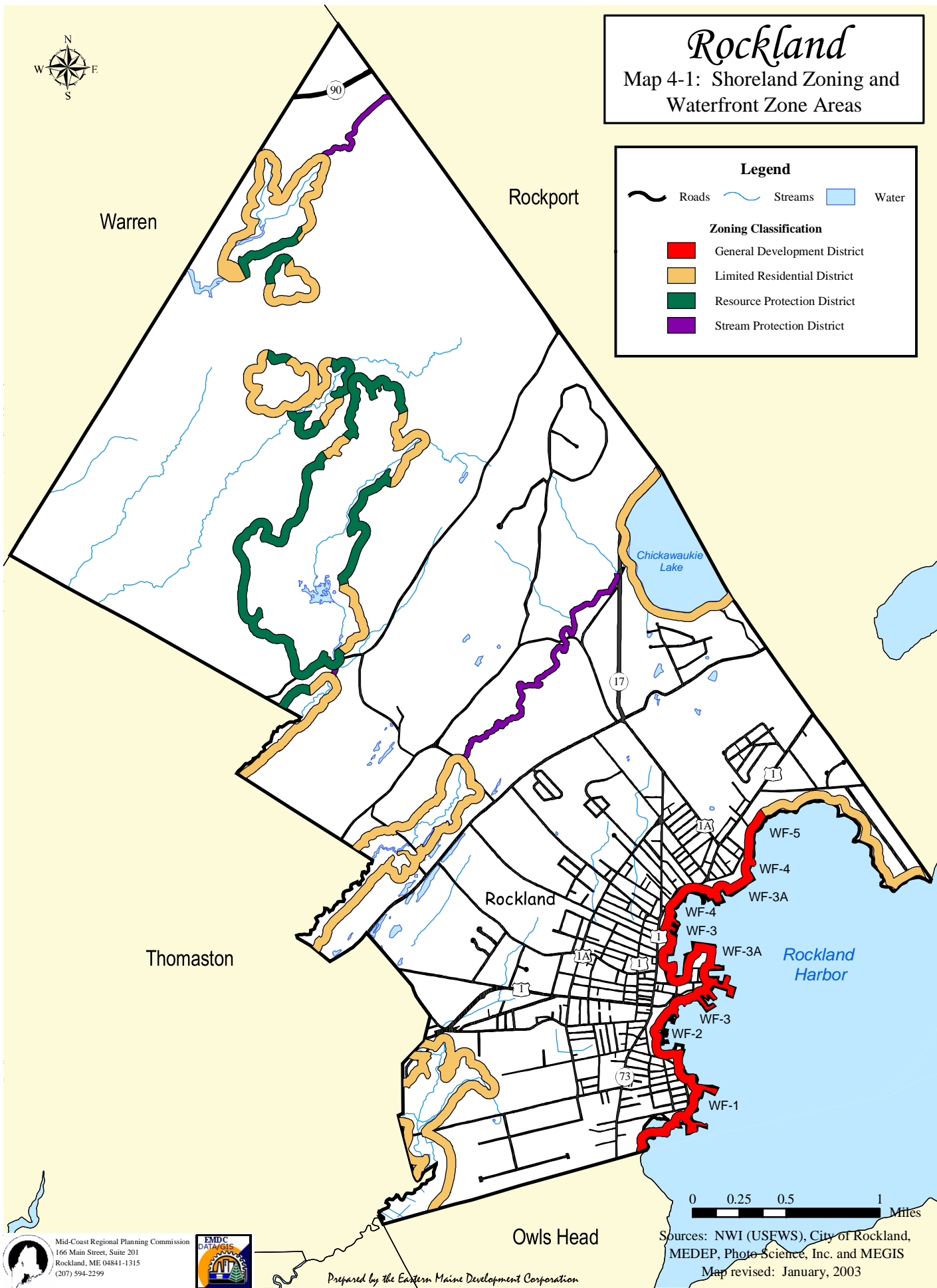
Map 4-1: Shoreland Zoning and Waterfront Zone Areas

**Legend**

~ Roads    ~ Streams    [ ] Water

**Zoning Classification**

- [Red Box] General Development District
- [Orange Box] Limited Residential District
- [Green Box] Resource Protection District
- [Purple Box] Stream Protection District



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(207) 594-2299



Prepared by the Eastern Maine Development Corporation

Sources: NWI (USFWS), City of Rockland,  
MEDEP, Photo Science, Inc. and MEGIS  
Map revised: January, 2003

**City of Rockland  
2002 Comprehensive Plan**

**Chapter 4**

**MARINE RESOURCES**

**State Goals:**

To protect the State's marine resources industry, ports and harbors from incompatible development and to promote access to the shore for commercial fishermen and the public.

Ensure the preservation of access to coastal waters necessary for commercial fishing and mooring, docking and related facilities. Each coastal municipality shall discourage new development that is incompatible with uses related to the marine resources industry.

**Introduction**

From the time of Indian encampments at Catawamteak, Lermond's Cove, Rockland Harbor has been a center of activity for the region. Its location at the entrance to Penobscot Bay is ideal for access to major commercial fishing areas, Maine coastal shipping lanes, and popular recreational boating.

Rockland's four miles of coastline extends in a general northeasterly direction from the Town of Owls Head to the Rockport Town line. A 4,346-foot granite breakwater extends south from the shore at Jameson's Point to the northern limit of the channel and protects Rockland Harbor from northeasterly storms. Rockland Breakwater Light is located at the end of the breakwater.

"Depths exceeding 50 feet at Mean Low Water are found in the entrance [of the channel], while project depths of 12 and 13 feet are found in dredged channels serving the Public Landing and the State Ferry Service, respectively. Extensive shoals and mudflats are found in the northwest and southeast portions of the harbor, with much ledge along the southern shore in the Town of Owls Head. The wide entrance and long fetch to the breakwater make the harbor less protected from northeast, east and southeast winds than would be desirable for small craft, though it continues to serve as a harbor of refuge for larger vessels. A second breakwater, proposed during the construction of the breakwater between 1881 and 1900, was never authorized by Congress."<sup>1</sup>

"Following the cessation of hostilities in the French and Indian War, John Lermond's built a logging camp in 1767 at the cove which still bears his name and shipped staves and lumber. Settlement gradually followed in the area between the harbor and Dodge Mountain. In 1789, lime burning began and by 1804, East Thomaston, as it was then known, was noted for the shipping of lime. Eventually, the lime industry, with its kilns, shipbuilding, and the Limerock Railroad, which connected the quarries and kilns, dominated Rockland Harbor. Of the many early wharves

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<sup>1</sup>Rockland Comprehensive Plan, December 1983, pages 23 - 24.

and shipyards, relatively few remain, the lime industry which supported them having declined in favor of cement in the 1930's. The present site of the U.S. Coast Guard Station was constructed as Rockland's first wharf in 1846. The Knox and Lincoln Railroad, which reached Rockland in 1871, soon after constructed a branch line to a wharf at Atlantic Point to make direct connections with steamboats. Fish processing and canning began in the 1880's and have continued up to the present. FMC Marine Colloids, began in 1936 as the Algin Corporation of America, processes seaweeds from around the world and is Rockland's largest employer."<sup>2</sup>

"The demise of the steamboats left Tillson's Wharf available for the U. S. Coast Guard, while the Maine Central Wharf was partially dismantled and then abandoned...Removal of the lime kilns and the Limerock Railroad left other waterfront property available for new uses. The present Public Landing, which had been used as a city dump, was developed in 1935 as a Works Progress Administration project. Fisher Engineering, whose major product is snowplows, occupied space just south of the Public Landing. The FMC Marine Colloids site had also been used for lime kilns and wharves. The Maine State Ferry Service occupied the site of earlier wharves and lumberyards. The Rockland Wastewater Treatment Plant, for which a location in the South End was proposed in the 1962 Rockland Comprehensive Plan, was constructed largely on filled land in Lermond's Cove.

Residential uses were excluded from Rockland's waterfront due to the presence of the wharves, kilns, trestles, and other structures associated with the lime industry and shipping, both steam and sail, during the period of Rockland's growth as a city. The waterfront was effectively cut off from residential development, except in the northerly part of the harbor out to Jameson Point (Samoset Road) and along the southern shore in the Town of Owl's Head, beginning at Ingraham's Hill. A...condominium development...on Samoset Road...include[s] a pier as one of the amenities for...owners, along with a fine view of Rockland Harbor which is shared by the Samoset Resort Inn, located nearby, just across the Rockport town line.

Until the harbor's water quality was improved by the Wastewater Treatment Plant and the efforts of the fish processing plants to clean up their effluent, there was little to attract either the recreational boater or those who wished to enjoy a waterfront location for a home. Knight Marine Service, just north of the ferry terminal... [was] the only marina in Rockland Harbor [as of 1983]...Landfilling in the South End near Mechanic Street created a site for a public launching ramp and for the shore base of the Hurricane Island Outward Bound School. The North End Shipyard's facilities include a marine railway serving much of the Maine windjammer fleet."<sup>3</sup>

Today, Rockland's water traffic is concentrated in four general categories: ferries, commercial fishing, recreation, and commercial. The three ferry routes operate from the Maine State Ferry Terminal. Commercial fishing boats, including carriers, use the Fish Pier, while lobster boats are more widely distributed, with many on moorings in the Harbor. Small, trailer launched fishing boats, such as lobster and sea urchin boats, use the ramp at Snow Marine Park in the South End. Recreational interests are served by marinas, the launching ramp, the Public

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<sup>2</sup>Ibid., page 23, (FMC is no longer Rockland's largest employer).

<sup>3</sup>Ibid., page 23.

Landing, and the various piers and shipyards where the schooners and tour boats are based. Rockland is the homeport for more schooners than anywhere else on the coast of Maine. Commercial traffic includes the activities of Prock Marine, a marine construction firm; the vessels arriving and leaving from the Rockland Marine Corporation's South End Shipyard; the oil tankers serving Maine's coastal islands, which are based at the Fish Pier; and the cement barges operated from the loading pier on Atlantic Point. The U. S. Coast Guard base also generates considerable activity, with search and rescue, maintenance of navigational aids, and icebreaking among its duties.

The intensive development of the shoreline throughout most of Rockland's history has resulted in narrow roadways in the waterfront areas that are poorly adapted to modern semi-trailers. The sometimes incompatible intermixing of land uses contributes to conflicts between vehicular and pedestrian traffic as well as commercial/industrial operations with residential land use. "Long-term planning of the waterfront requires that adequate attention be focused on improvements to the movement of on-shore traffic."<sup>4</sup> Other harbor issues include the need for dredging, zoning for appropriate land use, rehabilitation of some unsightly areas, public access, and erosion control.

### **ROCKLAND HARBOR PHYSICAL DESCRIPTION**

Rockland Harbor lies just north of the entrance to West Penobscot Bay and is a roughly oval shaped embayment on the west shore of the bay. It lies between the Owls Head peninsula on the south and the peninsula, mostly in the Town of Rockport, separating the harbor from Clam Cove to the north. Water depths exceed 50 feet at Mean Low Water (MLW) near the entrance and gradually shoal to mudflats, uncovered at low tide, in the northwest and southwest limits of the harbor. See Map 4-4: Harbor Depths. The tidal range is from 9.7 feet above MLW to 3.5 feet below MLW, for a total rise and fall of 13.2 feet. Navigation improvements, in addition to the breakwater, which forms the northeastern limit of the harbor, include dredged channels of 12 to 18 foot depth to permit vessels to reach various wharves, piers, marine railways, and other waterfront facilities. Rockland Breakwater Light, established in 1902, marks the harbor entrance and buoys mark the major shipping channels.<sup>5</sup>

The shore of the harbor, while much altered over the years by man-made changes, is the eastern part of a basin rising gently to the west. Two streams enter the northwestern part of the harbor, Lindsey Brook drains much of the central part of the basin, and streams enter the harbor from Owls Head near Ingrahams Hill and "Head of the Harbor." The most urbanized part of the shore is divided by three peninsulas. The most northerly lies in the North End and separates the northwestern part of the harbor from Lermond's Cove. Crocketts Point forms the eastern side of Lermond's Cove and separates it from the area in front of Buoy Park and the Public Landing.

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<sup>4</sup>City of Rockland Harbor Improvement Program, E. C. Jordan, Co., Inc., October 1979, page 7.

<sup>5</sup> NOAA Chart 13307, Camden, Rockport and Rockland Harbors, 6<sup>th</sup> Ed. Sep 3/77.

Atlantic Point, the easternmost part of the South End, separates the Public Landing area from the cove extending to the “Head of the Harbor.”

The land along the north shore is fairly low, rising to about 40 feet above Mean Sea Level (MSL). The western shore within Rockland is mostly low, filled land, with higher ground around the major roads. The land within Owls Head is generally higher. Ingraham’s Hill, on the western shore in Owls Head, rises to about 100 feet above MSL, while the southern shore rises to about 200 feet above MSL at Post Hill. The view from the harbor, or from the breakwater, includes these elevations and the ridge west of the urbanized area of the City formed by Benner Hill and Dodge Mountain, with elevations over 600 feet above MSL.

### **NATURAL RESOURCES AND SHORESIDE DEVELOPMENT**

The City’s shoreline can be divided into five general regions:

#### **The Breakwater and Jameson Point to the North End**

Much of this part of the harbor includes shallow water depth, unconsolidated mud and clam flats which dry out at low tide and some areas of rocky shore and seaweed beds. Some of the lower elevations of the shore lie within a velocity (subject to wave damage) and flood hazard area.

The land uses in this area reflect the limitations of the natural environment. There is a bluff ten to thirty feet high from Jameson Point to just north of Ocean Pursuits Marine Services (the former State of Maine Cheese Company) on Front Street adjacent to Maverick Street. Consequently this area of the waterfront, which is poorly suited for most marine-oriented uses, has been developed largely for residential uses. The Jameson Point Condominiums are located on the south side of Samoset Road adjacent to the Marie H. Reed Park. Most of the harbor frontage along Samoset Road is occupied by modern single-family dwellings on large lots. However, part of the bluff on the south side of the road slid into the harbor, taking with it two homes. This landslide has since been stabilized and was purchased by the City in September and October 1996. The combined area of the two lots is just less than two acres. The shore side of Waldo Avenue, from its intersection with Samoset Road to Camden Street, is also mostly residential, with the Littlefield Memorial Baptist Church being located near the intersection of Waldo Avenue and Camden Street (U. S. Route One). Along Camden Street, two general commercial uses, Rockland Car Wash and VIP Auto Parts, are located between the highway and the shore, as are the Van Baalen Pacific Corporation warehouse/factory outlet and various residential properties. Other commercial uses along the waterside of Camden Street have no connection to, or visibility from, the harbor. In early 2000, the Samoset Resort announced plans to construct a motel on the water side of Camden Street south of the car wash.

Public waterfront access and public ownership are limited in this area. One notable exception is the Rockland lighthouse and breakwater with access via a footpath where the Marie H. Reed Park is located. The breakwater and lighthouse have come to symbolize Rockland and have been featured on city websites and in various publications. This is among the most popular waterfront



areas for residents and visitors alike. The Samoset owns the footpath that leads to the breakwater but has left it open for public access. Limited public parking is located at the easterly end of Samoset Road opposite the condominiums. The Samoset Resort places a float and gangway on the westerly (harbor) side of the breakwater, a short distance out from shore, which is used by the public. A pier, gangway and float extend southwesterly into the harbor from the shore of the Jameson Point Condominiums, but these are not for public use.

### **The North End**

This area of Rockland Harbor extends southerly from Ocean Pursuits Marine Services to the northern portions of Lermond's Cove. Most of the shore is lined with bulkheads of various constructions, including dry-laid stonework, sheet metal piling and wood cribbing, while riprap protects other stretches. Remnants of long-gone stone-filled piers extend into the harbor from the Apprenticeshop and Everett L. Spear, Inc. properties. Most of the shore side land has been filled in the past, creating a low, level area reached by steep driveways from Front and Main Streets. Except in dredged channels, the water is shoal near shore. Most of this low, level land lies in a flood hazard area. However, there are no residences in the areas subject to tidal flooding.

Within this sizable area of waterfront, almost all the uses are marine dependent or marine related. Residential uses are found mostly along the shoreward side of Front Street, separated from the marine-oriented activities by the old Limerock Railroad grade and trestle remnants and by a steep bank containing the remains of old lime kilns. Except for a few apartments in the Spear building, only one residence is located on the water side of Main Street. Various non-marine activities are scattered along the waterside of Main Street, including automotive and cellular telephone businesses and a barbeque sandwich shop.

Land uses include one marine construction firm, Prock Marine Company; two full-service boatyards, Ocean Pursuits Marine Services and Rockland Harbor Boatyard, Inc.; a shipyard featuring a marine railway with 160 ton capacity, capable of hauling most of the schooners of Maine's windjammer fleet, North End Shipyard, Inc.; and the Atlantic Challenge Foundation Apprenticeshop, a marine-oriented educational institution. Four schooners are based at the North End Shipyard in 2000: ISAAC H. EVANS, HERITAGE, AMERICAN EAGLE, and WENDAMEEN. During the winter of 1999-2000, the Camden-based schooner, MARY DAY, was extensively rebuilt at the shipyard. Schooner Wharf Associates occupy a pier adjacent to the North End Shipyard. Their property is used for a variety of marine-related activities, including a seasonal restaurant, boat storage, a landing area for fishing boats and, in the recent past, for landing logs cut on islands off the Maine coast. Steel- Pro, Incorporated, a metal fabricating firm, is located immediately shoreward of the North End Shipyard. Everett L. Spear, Inc., a hardware store that once received much lumber by sea, opened a new store on U. S. Route One near the western side of Rockland in April 2000.

At present, public waterfront access is nearly absent from this area. However, both drivers and pedestrians have views of the harbor from Main and Front Streets. Some public access is now available with the completion of a pier built by the Atlantic Challenge Foundation. The pier incorporates livery boats available for public use and limited public launching facilities for light,

hand-carried boats and floats for landing dinghies. The Apprenticeshop intends to place some moorings in the future.

### **Crocketts Point and Lermond's Cove**

Crocketts Point, which forms the east side of Lermond's Cove, experiences some flooding on its west side. Flood hazard is evident in the vicinity of the Maine State Ferry Terminal and Knight Marine. Lindsey Brook, an urban storm drain system, discharges at Lermond's Cove's west shore. Virtually the entire shoreline has been protected by bulk heading and riprap. Dredging has created channels and berthing spaces close to most of these shores.

Land uses have undergone tremendous changes since the decline in the offshore fishing industry. Many facilities once devoted to fish processing, ice making and other activities in support of commercial fishing have been converted to other uses. While some areas are devoted to uses that are not dependent or related to marine uses, a number of marine uses, such as seaweed processing, transportation, and recreational boating occupy most of the waterfront. Other than apartments in the upper floors of Main Street buildings, this area contains very few residences.

Marine-oriented commercial operations include: Bay Island Yacht Charter Co., FMC BioPolymer (formerly Marine Colloids), Gemini Marine Canvas, Journey's End Marina, Knight Marine Service, Leisure Time Ice/F.J. O'Hara Corporation, Lew Grant Marine Electronics, Prock Marine Co. (offices), Rockland Boat Inc., Rockland Harbor Marine, Rockland Landings Marina, Scandia Seafood Co., and Teak Decking Systems. Vessels berthed at the F. J. O'Hara Wharf during 1999 included: schooners VICTORY CHIMES, J. & E. RIGGIN, and NATHANIEL BOWDITCH. Two nearby marine-oriented uses, a marine railway and a former boat-building shed (recently used for residential purposes) were under the same ownership as the Landings Marina.

Many non marine-oriented businesses located on Crocketts Point occupy office space formerly associated with the commercial fishing industry. These include: Bay Counseling Associates, Career Center – The Maine Employment Resource, Carroll's Appliance and Service, Conservation Law Foundation, Knox County Child Development Services, Redlon & Johnson (wholesale plumbing, heating and well supplies) and WBach (classical music radio). One non-marine industrial use, Bicknell Manufacturing, has closed and the buildings were for sale. Two marinas include restaurants among their services: the seasonal Captain Hornblowers at Knight Marine Service and a year-round restaurant and lounge at The Landings Marina. Carroll's Appliance & Service has relocated their retail outlet to Route One in Thomaston; their former store remains in use as an apartment and workshop. Plans have been approved by the Planning Commission for redevelopment of the former Port Clyde Packing Company facilities into other office and commercial uses. The former packing plant had been demolished and reconstruction was underway in late 1999.

Government uses at the local, State, and Federal levels are located on this part of Rockland's waterfront. These include the U. S. Coast Guard base on Tillson's Wharf, the eastern most projection of Crocketts Point, with barracks and administrative offices in the Bird Block, on the

south shore of Lermond's Cove. The Maine State Ferry Terminal, with a handsome office/waiting room and expanded parking facilities constructed in 1996, is on the west shore of Lermond's Cove. Parking is available for 200 vehicles. It serves ferry routes to Vinalhaven, North Haven, and Matinicus. Municipal uses include the Fish Pier and the Wastewater Treatment Plant. The Treatment Plant, located mostly on filled land in Lermond's Cove, was extensively modernized during 1999 and early 2000. The Fish Pier is the center of Rockland's commercial fishing related activity and is managed by a private operator. Activities include berthing for fishing boats and oil tankers that serve the islands, landing of fish, and repair of nets, icing of fishing vessels, etc. Some public parking is provided near the shore end of the Fish Pier and the public uses the pier for recreational fishing.

The nearby Downtown commercial area on Main Street (with waterfront at the rear) serves the landside public. It includes apartments on its upper floors.

### **South Central Area**

The South Central Area extends from Crocketts Point to the South End. Offshore there are areas of seaweed beds. The Harbor bottom is silting-in in some areas and requires dredging to maintain future access at all tides. The low land in the vicinity of MBNA and the City-owned land adjacent to the Public Landing and Buoy Park are subject to tidal flooding in storms.

Land use in this area is diverse. The northernmost portion is a tight urban area, which is easily accessed from land, sea, and the Downtown. Generally this area offers many views of the Harbor. There is a high concentration of publicly owned waterfront land. A number of festivals use these sites each year, including the Lobster Festival, North Atlantic Blues Festival, and Friendship Sloop Days. Several vessels available for day trips and charters, both power and sail, are based at the Middle Pier floats. A former launching ramp between Middle Pier and the former Dry Dock Restaurant is now limited to carry in boats such as kayaks and light rowing boats. It is also used for moorings to be placed in the harbor. It can no longer accommodate trailer-launched boats. Limited parking is located at Buoy Park, with some on-street parking near the park. More extensive public parking is available at the Public Landing, where many eat lunch, either in their vehicles or on the benches along the seawall, while enjoying a "front row" seat overlooking the Harbor.

Facilities at the Public Landing include the office of the Rockland-Thomaston Area Chamber of Commerce, the Harbor Master's office, rest rooms, and showers, the latter for visiting yachtsmen and yachswomen. A pier extends from the seawall to deeper water where a number of floats accommodate visiting vessels. One large float is used for dinghy landing and storage. Water and electric power are available at the floats. The Harbor Master's boat and a Police boat are usually based at these floats, which are also used for some charter/excursion vessels. A water taxi service began in 1999 and has been operating since 2000.

Uses include municipal facilities (Middle Pier/Buoy Park and Public Landing), one non-marine institution (Rockland-Thomaston Area Chamber of Commerce), and MBNA. The MBNA shore frontage extends southerly from the Public Landing to the northern boundary of Sandy Beach, including the site of the former Holmes Packing Company. Near the Public Landing

there is property recently vacated by a local newspaper plant. MBNA has purchased the property but its future use has not been disclosed. Two restaurants, the Black Pearl and Conte's, occupy the seaward and shore ends of a pier, which has been extensively restored.

### **The South End**

South of Sandy Beach on Atlantic Point, the offshore area is made up of unconsolidated mud and seaweed beds. Ledge and rock outcroppings extend east from the south limit of Sandy Beach and are also found near the border with Owl's Head. The east facing shores in this area are designated as a velocity zone, which means that they are subject to damage from wave action during storms. The adjoining Snow Marine Park, with its low open playing fields and gently sloping topography, is susceptible to flooding. Small seaweed beds are found in the protected areas between wharves and promontories, north of Atlantic Point.

Land use in this area is diverse. A large residential neighborhood of over 200 homes extends to the inland side of most of the streets paralleling the waterfront. Shoreline uses include one marine commercial use (Rockland Marine Corporation, shipyard); a loading pier for Dragon Cement, where railroad cars of bulk cement are transferred to a covered barge; two educational institutions (Midcoast School of Technology, which leases space to the State Department of Marine Resources for boat repairs, and Hurricane Island-Outward Bound). Rockland Marine Corporation facilities include two marine railways capable of hauling vessels of up to 1300 and 750 tons displacement, respectively. In early 2000, a third marine railway, with a rated capacity of 500-600 tons, was under construction. While much of their work consists of repairs to steel vessels, they have built two barges since 1990 and a ferry/landing craft was launched there on March 20, 2000. A third barge was then under construction.

Two public parks, Snow Marine Park and Sandy Beach, provide public waterfront access. Snow Marine Park has a double boat launching ramp usable at all tides for small boats. There is parking for boat trailers and their tow vehicles. A string of floats extends into the harbor between the two ramps. Most of the park area west of the parking and driveways is devoted to open athletic fields. Sandy Beach, Berliawsky Park, has limited parking and no changing or bathroom facilities. Swimming is not encouraged by the City due to water quality concerns. There is a shelter for picnics and the site offers splendid views of the harbor.

A long-unused concrete grain silo, now owned by the Passamaquoddy Tribe, occupies what was once the site of the Maine Central Railroad pier. The Dog Island Lobster Co., a former marine commercial operation between the grain silo and the shipyard, in combination with the tribal property, has been suggested as suitable for a terminal for proposed high-speed ferries, as a transfer facility for rail freight, or other deep-water activities such as serving cruise ships.

Redevelopment of marine commerce and industry in the area seems logical. Historically this part of Rockland Harbor has supported deep water berthing along piers. The Maine Department of Transportation controls the state-owned former Maine Central Railroad right-of-way that serves the waterfront area. This rail line, following installation of improved grade crossing protection and improvement of the track, is now operated by the Safe Handling Inc., primarily to transport cement from Dragon Cement in Thomaston to a barge loading facility on the

waterfront. The combination of both deep water and rail access offers a unique asset in Rockland Harbor for a rail/water connection.

Extensive improvements are planned for the Rockland Branch, from Brunswick to Rockland, to upgrade it for passenger service. Some work was done in 1999 and more is planned for 2000 through 2004. If passenger rail service is restored to this line, to connect with proposed ferries at Rockland Harbor, the effects on the adjoining residential neighborhood of increased railroad operations raise some concerns. The Harbor Walk crosses the rail line near Rockland Marine.

## HARVESTABLE RESOURCES

Commercial fishing has long been an important industry in Maine. In the years from 1980–1998, Maine’s total fish and shellfish landings, all species combined, ranged from a low of 157,282,000 pounds in 1988 to a high of 246,395,600 pounds in 1981. Landings remained above the 200 million pound level from 1980-1983, remained below that level through 1991, and exceeded 200 million pounds since 1992, with the exception of 1998, which fell to 184 million pounds.

Values of the statewide fisheries from 1980 - 1998 ranged from \$92,702,864 in 1980 to a high of \$225,305,578 in 1997. Values exceeded \$100 million in 1981 and first surpassed \$200 million in 1994.

The price per pound varies widely. Among finfish, the highest 1998 price was \$66.0 for American eel. The Albacore tuna came in at \$5.1 per pound. Among shellfish, the price leader in 1998 was the sea scallop at \$7.3 per pound; with bloodworms (used for fishing) at \$5.4 per pound; soft-shell clams at \$4.2 per pound; eastern and European oysters at \$3.7 and \$3.8 per pound, respectively; various hard-shell clams at \$3.0 per pound and lobster at \$2.9 per pound.

Rockland remains the single most important fishing port in Knox County in terms of landed weight. From 1990 – 1998, Rockland landed close to one fifth of Maine’s entire catch, ranging from a low of 13.4% in 1993 to a high of 27.7 % in 1997. These data are shown below in Table 4-1.

Individual species and values of fish landed at Rockland are not available due to disclosure limits related to the small number of dealers. However, the Fish Pier is used for unloading a considerable volume of herring, much of which is now used as lobster bait, following the demise of herring processing in the City. The pier also receives, by truck, herring landed at other ports. In 1999, 51,429,406 pounds of herring constituted 66.6% of the weight landed in Knox County, but only 4.7% of the total value. In contrast, the 1999 Knox County lobster catch was 19,132,420 pounds, 24.9% of the weight landed, but at \$64,583,196, 83.9% of the total value of \$76,985,295. In 1999, four species accounted for 95.8% of the value of Knox County’s fisheries; lobster, sea urchins, herring and soft-shell clams.

**Table 4-1**  
**Landed Weight (Pounds), Fish and Shellfish**

<b>Year</b>	<b>Rockland</b>	<b>Rockland as % of Knox County</b>	<b>Knox County</b>	<b>Rockland as % of State</b>	<b>Maine</b>
1990	36,055,229	65.5	55,069,917	20.6	174,978,341
1991	31,570,136	59.2	53,302,332	16.1	195,963,825
1992	39,611,831	63.3	62,579,982	19.6	201,880,091
1993	31,739,995	52.0	61,081,326	13.4	236,770,502
1994	33,591,728	52.2	64,362,932	15.1	222,245,571
1995	44,408,339	53.8	82,508,672	19.2	231,563,752
1996	52,584,857	63.8	82,478,884	22.1	237,741,491
1997	68,174,238	71.3	95,669,110	27.7	246,344,479
1998	38,908,797	58.7	60,576,739	21.1	184,103,215
1999	35,612,787	46.4	76,781,417	N. A.	N. A.

*Source: National Marine Fisheries Service, May 9, 2000.*

The concentration on few species makes Knox County's, and Rockland's, fisheries vulnerable to shifts in the availability and abundance of those species. Sea urchins, which peaked at 8,792,655 pounds, (16.5% of Knox County's value in 1995) have since fallen to 2,746,279 pounds (4.9% of value) in 1999. Knox County's catch of menhaden, an oily fish used mostly for industrial purposes and bait, varied between 639,665 pounds in 1990 and 7,926,206 pounds in 1992. It has not been landed in commercial quantities in either Knox County or the State since 1993, when the Knox County catch fell to 2,294,500 pounds.

The relatively rapid shifts in species availability and processing technologies make it less likely that private industry will invest in the facilities necessary to land and process fish in Rockland. Processors able to process many different species, perhaps including non-fish/shellfish foods, seem more likely to locate in larger centers such as Portland. However, for this reason, it is even more important that Rockland retain its Municipal Fish Pier as a public landing and servicing location for the vessels fishing in the Gulf of Maine and Penobscot Bay. Rockland, in early 2000, serves more as a transfer point between sea and shore, from which most of the catch is transported to other locations for processing or, in the case of baitfish, for distribution to many of the State's lobster fishermen.

The 1980 Census indicated that 90 people, 16 years or over, were employed in agricultural, farming, and fishing occupations. While the jobs generated may not be large in number, many businesses are related to fishing resources, including boat building, sales, and repair, fresh and

frozen preparation of fish, wholesale and retail sale of fresh fish, and restaurants specializing in fresh seafood.

Although Rockland's fishing industry saw significant changes in the 1980's (including the closure of several processing plants and the fish rendering facility, as well as the construction of the Municipal Fish Pier), employment remained remarkably constant. The 1990 Census indicated that 91 people, 16 years or over, were employed in agricultural, farming, and fishing occupations. However, these figures probably do not include those in part-time, seasonal employment, which made up most of the labor force in the fish processing industry. With the near cessation of fish processing and the reduction in the number of vessels off-loading their catches at Rockland, it is surprising that the number of people employed in agriculture, farming and fishing increased to 104 in the 2000 Census.

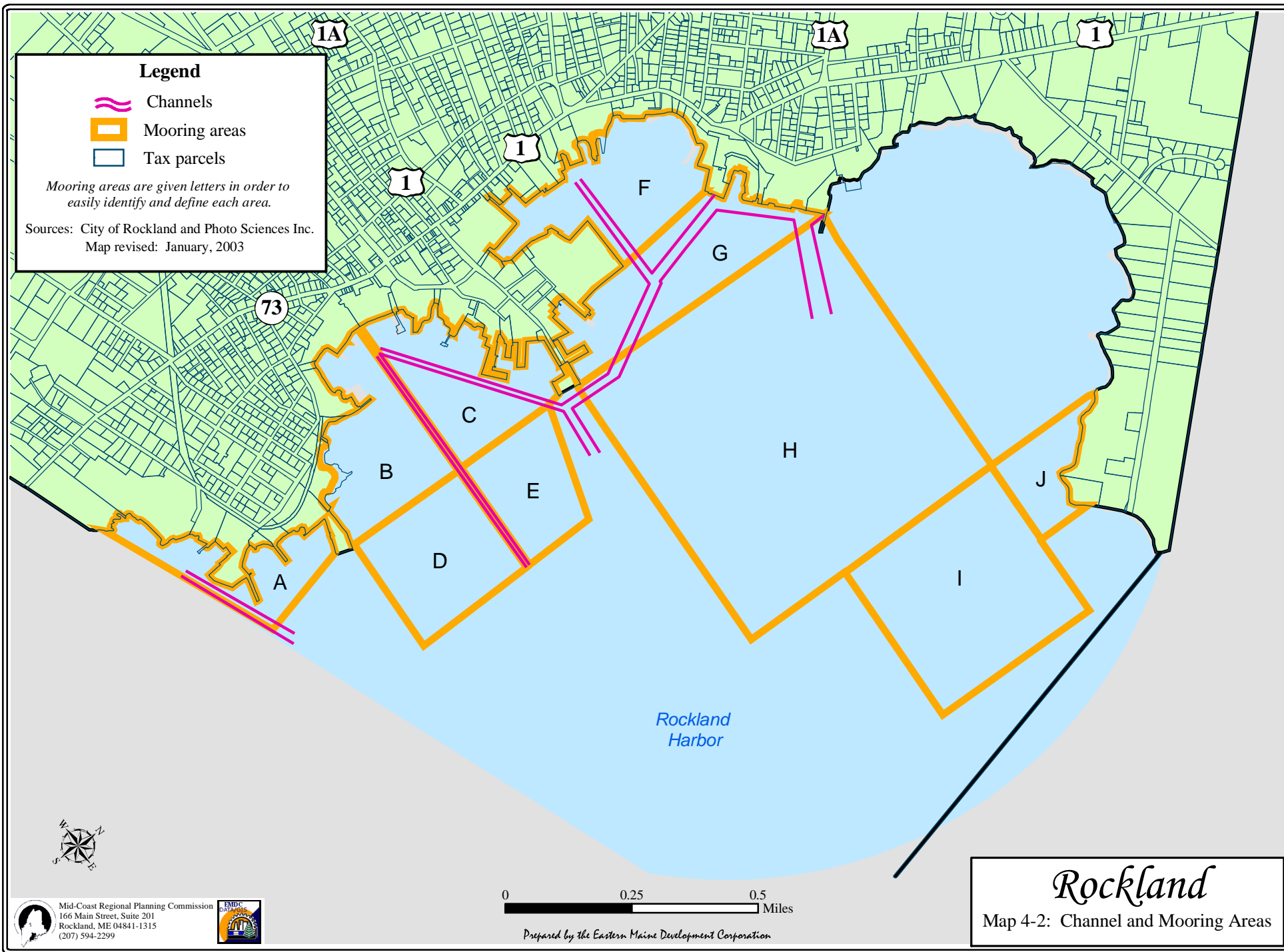
## WATER RECREATION AND PUBLIC ACCESS

### Recreational Boating

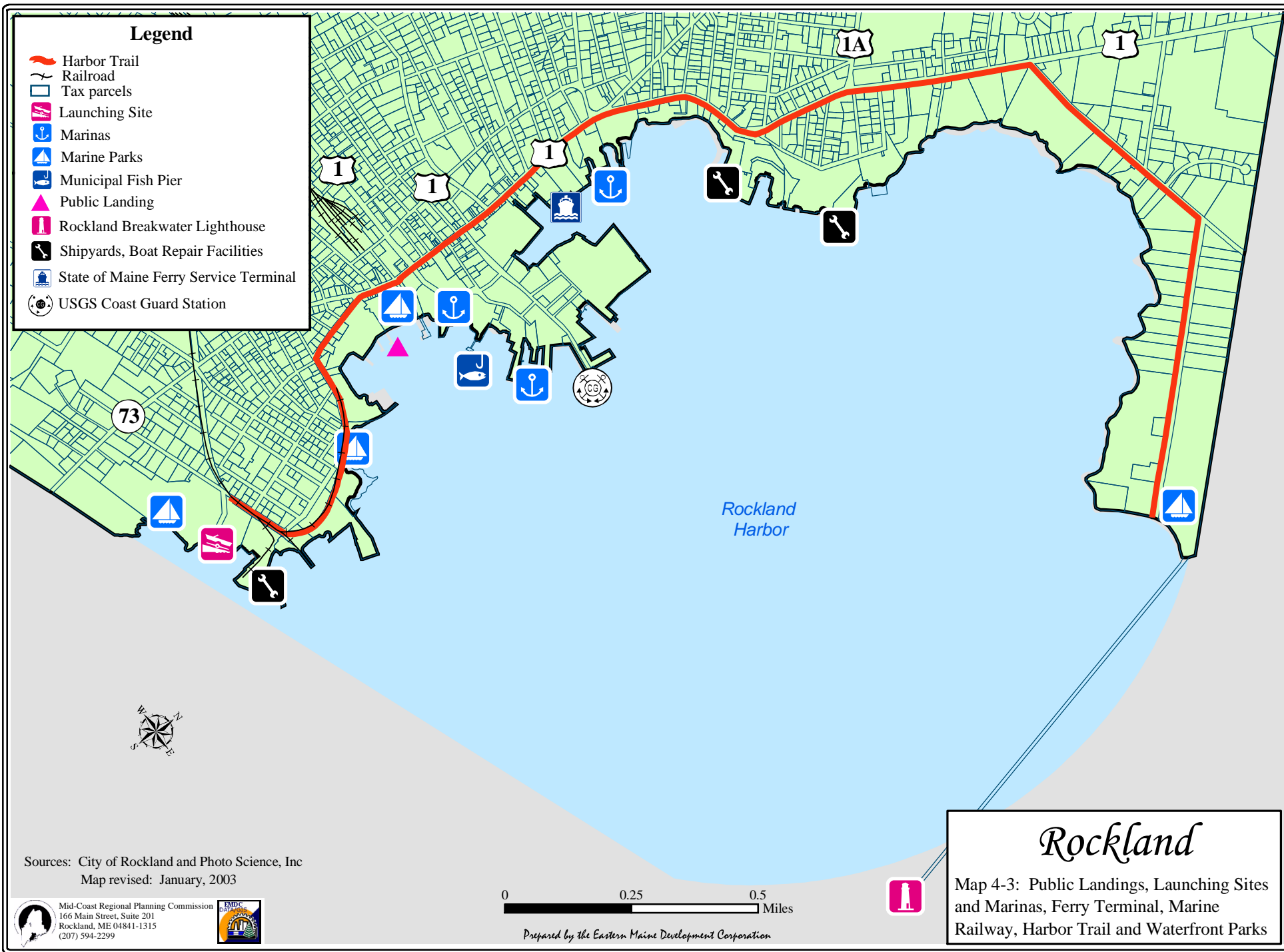
The recreational use of Rockland's Harbor has increased very rapidly. While moorings are also used by some of the local commercial fishing boats, use by the commercial sector has been essentially stable, with the growth occurring in pleasure boats. Between 1985 and 1987, mooring permits increased 85%. By 1991, they had increased by 141% from their 1987-1990 level. By 1995, the number of moorings reached 305, an additional 40% increase. Between 1995 and 1999, a further 24% increase brought the total to 402 moorings. As of mid-May 2000, the Harbormaster projected a total of about 450 moorings for the 2000 season. Table 4-2 shows the numbers of moorings.

Although some of the growth in recreational boating has been accommodated at expanded or newly created marinas, the numbers of moorings indicate that many boats are kept on moorings. This has led to a need for more shore access. The best access to moorings is provided at the Public Landing, where dinghy floats and a launch service enable those with boats on moorings to reach them without an overly-long trip. In contrast, the waters adjacent to the launching ramp at Snow Marine Park contain relatively few moorings, in part due to shallower depths of water. However, there are no dinghy storage areas there so users of those moorings are faced with bringing their dinghies to the launching ramp, as there is also no launch service. Use of moorings in the northern part of the harbor is even more limited as there is no public water access and the mooring areas are too far from the Public Landing.

Although the Public Landing provides the best access for users of boats on moorings, the use by this site by non-marine activities has created increasing conflicts with those who have already paid the City for the use of moorings and/or dinghy storage. These conflicts are most acute when public access is limited by the use of the Public Landing for festivals, most of which occur on summer weekends, the peak-use days for recreational boating.







**Table 4-2**  
**Mooring Permits**  
**1985 - 1999**

Year	Number of Permits
1985	47
1986	54
1987	87
1988	87
1989	87
1990	87
1991	210
1992	230
1993	238
1994	277
1995	305
1996	330
1997	345
1998	386
1999	402

*Source: City of Rockland Harbormaster*

The City Council voted in 1994 to create a subcommittee of the Harbor Committee to prepare a Harbor Use Plan. This was completed in the summer of 1995, and provides the basis for some of this current Comprehensive Plan. The Harbor Use Plan was adopted by the City Council on March 10, 1999 as part of Chapter 9, Rockland City Ordinances, entitled, "Harbor and Waterfront Management Ordinance."

## **Issues and implications**

### **Land Use:**

1. Land uses along Rockland's harbor have undergone tremendous changes in the years since the last Comprehensive Plan was adopted by the City Council. The preceding description of land uses was given to let the reader know what activities were occupying shore and near-shore lands since the year 2000. There is little doubt that change will continue to occur, perhaps requiring further changes to both municipal and private efforts to make the best possible uses of Rockland's harbor.
2. While commercial fishing and its ancillary activities have declined in importance over recent years, the harbor remains an important fishing port and continues to offer landing places for



those species still being caught in commercial quantities. Businesses providing fuel, ice, gear and other supplies to commercial fishermen are still found in Rockland, many on shorefront locations.

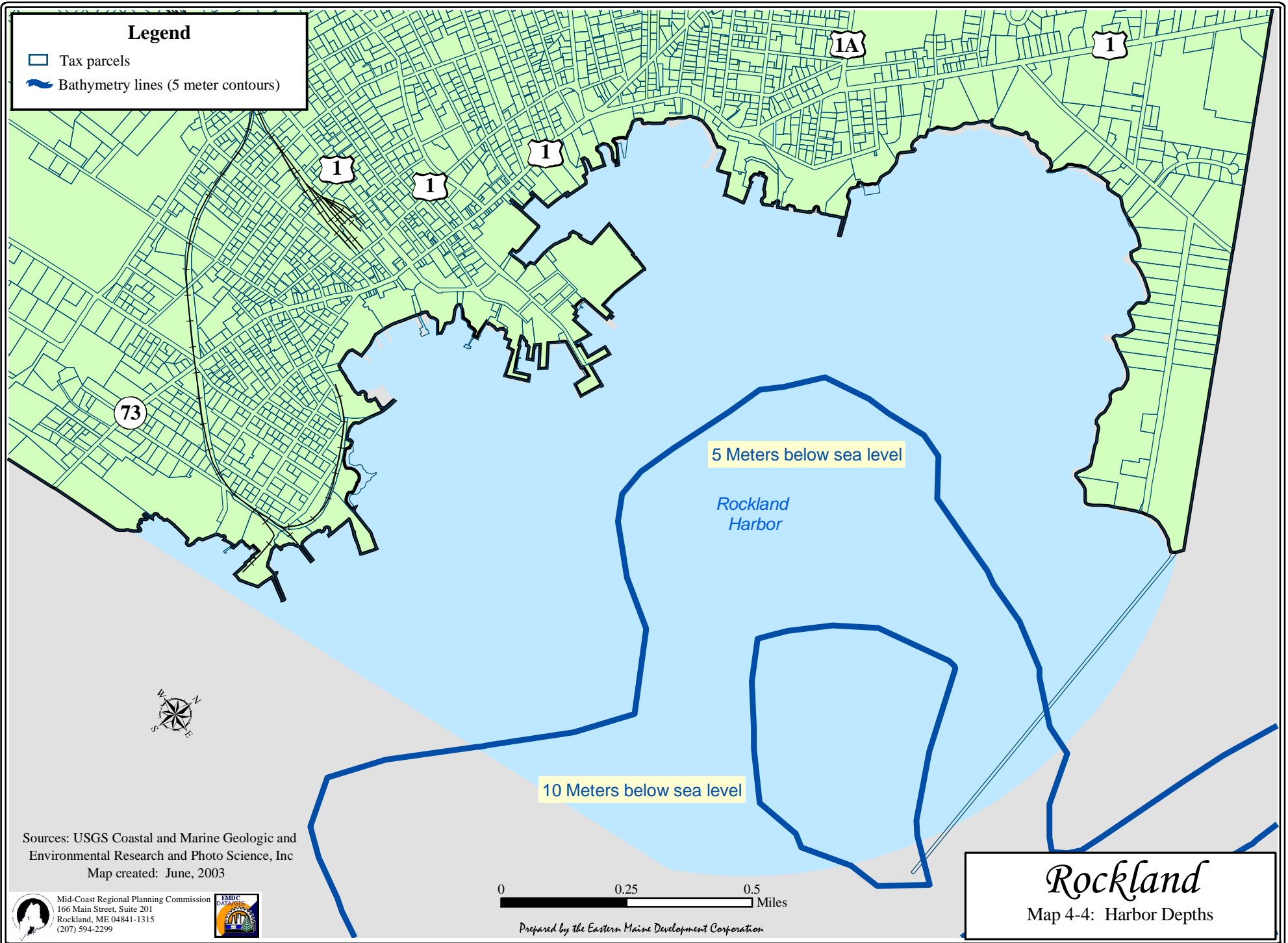
3. The departure of many fish processing plants and the improved water quality in the harbor has increased the pressure to convert land to non-marine commercial uses or to residential uses. A waterfront once dominated by commercial activities now sees greater emphasis on recreational boating and yachting, and moorings for yachts vastly outnumber those used by commercial interests. The large size of Rockland Harbor permits many otherwise conflicting land and water uses to share the scarce resources of shoreland and sheltered water of adequate depths.
4. Rockland's zoning has served well to allow a variety of land uses in the immediate shorefront areas. However, the usefulness for marine-oriented activities varies from section to section of the harbor. Does the City wish to more closely tailor the ordinance to reflect these differences? Should further residential development on the immediate shore be restricted to areas lacking water depth for marine activities? Can the waterfront zones be adapted with contract zoning to meet specific needs of waterfront activities without unduly restricting the views and access of the general public? Can or should the City acquire more land to accommodate the future needs of commercial fishing and/or aquaculture?
5. Public access to the water is limited in Rockland. Among the most popular waterfront space in Rockland is the Marie-Reed Park / Rockland Breakwater. How should the City try to preserve these public spaces? Should the City try to acquire the land containing the footpath and beach area near the breakwater currently owned by the Samoset? What opportunities does the City have to increase public access to the waterfront? (For more information see Chapter 9)

### Harbor Improvements

1. Most of Rockland's harbor improvements were designed and constructed to serve the limerock industry, shipbuilding, and transportation activities of the 19<sup>th</sup> and early 20<sup>th</sup> centuries. Although these improvements are still used by today's ferries, commercial activities and pleasure boats, the significantly reduced size of most vessels using Rockland Harbor makes some modifications desirable. Thus, while channel depths and widths are more than adequate for most recreational and fishing vessels, mooring areas and shore facilities adapted to small boats would benefit from greater protection from wave action. Lermond's Cove, the most sheltered location in Rockland Harbor, is limited in its use by the shallow water except in the immediate vicinity of the State Ferry Terminal. Could a privately funded dredging operation to create a more useful mooring basin be combined with maintenance dredging of the channel to the ferry terminal?
2. Although one or more breakwaters closer to shore would be beneficial, no funding source for such construction is currently available. However, construction of additional piers,

## Legend

-  Tax parcels
-  Bathymetry lines (5 meter contours)



Sources: USGS Coastal and Marine Geologic and  
Environmental Research and Photo Science, Inc  
Map created: June, 2003



Mid-Coast Regional Planning Commission  
166 Main Street, Suite 201  
Rockland, ME 04841-1315  
(207) 594-2299



0 0.25 0.5  
Miles

Prepared by the Eastern Maine Development Corporation

*Rockland*  
Map 4-4: Harbor Depths

## Marine Resources

particularly those having some bulkheading or solid fill, can provide significantly improved protection of nearby water and shore areas. Could the remains of solid cribwork piers extending from the shore behind the Apprenticeshop and nearby properties be removed and combined into one long pier, perhaps “T” or “L” shaped, to provide for greater protected water area with adequate depths for small craft?

3. Minor dredging and filling behind solid bulkheads can create additional waterfront land for both public and private access to water. The Department of Environmental Protection’s (DEP) policy against the filling of land below the low tide line, while logical and desirable in undeveloped areas, ignores the fact that considerable public and private funds have already been spent to make Rockland Harbor a developed waterfront. Would the City be willing to work with the DEP, the Legislature, and other waterfront municipalities to allow some use of solid fill for piers and wharves in previously developed, sheltered water areas? Why can’t Rockland be permitted minor filling when Bath Iron Works was permitted to fill many acres of formerly navigable water in the Kennebec River to expand and modernize its shipyard?
4. The decrease in commercial traffic makes Rockland less likely to obtain federal funding for channel dredging (or breakwater construction). Can the City work with private operators to provide additional protection for boats and shore facilities?
5. As intensity of activities increases, waterfront land becomes more valuable. Would the City be willing to use vacant land away from the waterfront or work with School Administrative District 5 to use school parking lots (as is done for the Lobster Festival) for peak-season parking for vehicles that cannot be accommodated at the waterfront? Would local taxi operators or others be willing to provide van or bus services between “inland” parking lots and waterfront attractions?

## Transportation

The planned improvements to the Rockland Branch, the rail line between Rockland and Brunswick, are intended to allow passenger service to serve the proposed ferry terminal on Rockland Harbor. The addition of longer distance ferry services, perhaps between Rockland and Portland, Bar Harbor, or other Penobscot Bay ports not served by the Maine State Ferry Service, could again make this City a major port. Depending on schedules, those making connections between boat and rail could enjoy the stores, restaurants, and lodging facilities of Rockland. Use of the train will make it possible for many more passengers to use the ferries without having to park their vehicles in the City. The presence of the rail line in the South End and the potential availability of waterfront land make use of a site on the South End waterfront the most likely location for such a rail/water terminal. Depending on design, amount of depth required, dredging needed, etc., facilities could also be constructed to accommodate freight traffic. If sufficient water depth is available alongside the pier, even cruise ships could use such a facility. Rockland has already formed a committee to work with the Maine DOT on planning for the ferry services. If the pier is long enough, could recreational or commercial boat slips or floats be installed along

its length in water too shallow for the larger vessels? Can most parking be located off-site connected by shuttle services? With cooperation and creativity, such a facility can be constructed and operated with minimal disruption to the adjoining South End neighborhood. The current operation of the tug and barge serving Dragon Cement has caused heavy damage to fixed fishing gear, primarily lobster traps, due to the failure to retrieve the towing hawser when towing alongside near the cement loading pier. Can the City, in cooperation with Dragon Cement, adopt rules regarding towing to be enforced by the Harbor Master?

### **Tourism**

Rockland's Main Street has become a major tourist destination. However, outside of the festivals, the harborfront has failed to realize its potential to become a tourist destination in its own right. The mix of commercial and recreational activities on and near the harbor is found in fewer and fewer coastal communities, as recreational interests tend to displace commercial activities. More views of the water, access to the water, a permanent and improved Harbor Trail, and improved facilities for small boats would draw additional visitors to the City. Improvement of the Breakwater Light, with eventual displays in the structure, will attract even more visitors. Can a private operator provide launch service between Middle Pier and the Breakwater? Can these visitors' vehicles be parked away from the waterfront and served by a shuttle? Would development of the landslide area into a small park, incorporating an interpretive display (as is done on Mt. Battie) showing the sights visible from that location, and perhaps some benches and a picnic shelter, take pressure off Marie Reed Park? It could become a nice resting point for those using the Harbor Trail. Can more dinghies be accommodated at the Public Landing and Snow Marine Park? With cooperation from adjacent landowners and proper design, a park along the water side of Front Street in the North End could become a neighborhood amenity. It would provide a site from which tourists could view harbor activities while staying well away from the nearby marine and industrial activities along the waterfront. As water quality improves in the harbor, in part due to extension of sanitary sewers to the Ingrahams Hill section of Owls Head, the City could work with the Town in the event they wish to develop public facilities along the southern shore of Rockland Harbor. Construction on the sewer line began in May 2000.

### **Recreational Boating**

1. Much of the previous discussion on tourism also applies to recreational boating. However, additional moorings and services to moored yachts would primarily benefit users of recreational boats. During major waterfront public events, to which admission is charged, those who have paid for the use of floats and other facilities at the Public Landing are unable to use them due to lack of access. Can the City work with adjacent landowners to create a right of way from Main Street to the pier at the Public Landing and create some permanently available parking/unloading areas for those using those facilities?
2. Additional waterfront access in the North End, with suitable ramp and floats, would make mooring areas adjacent to the north shore of the harbor more accessible. Without additional

## Marine Resources

shore access, either public or private, the potential of this area of the harbor is unlikely to be realized. Can the City purchase land for access in the North End? Can the City work with private operators to provide more dinghy storage and/or launch services?

3. Enforcement of pump out rules, while potentially annoying to some, protects water quality for all. Rockland did not become a destination for yachts until its water quality improved. With better water quality, can Sandy Beach relieve the pressure on Chickawaukie Beach for swimming?

### **Commercial Fishing**

The City's commitment to commercial fishing is defined by the Fish Pier, City-owned but managed under contract by a private operator. The City should continue to own this facility. Periodic review of its operation should ensure that the pier continues to meet the needs of fishing boats which, with the demise of harborside processing plants, would no longer have any developed locations to land their catches. Can it be adapted to changing needs of various fisheries? Are additional facilities needed at other locations? Would a commercial boat-launching ramp in the North End serve the small boat fishermen well?

### **Marine Support Facilities**

Much land on and near the waterfront is used by industries and services supporting both commercial and recreational boating interests. These are vital to the continuation of a healthy marine-oriented economy. While technologies such as boat hauling trailers allow many support facilities to be located away from the waterfront, there are still significant advantages to a harborside location. Can the City accommodate the specialized needs of these activities through contract zoning? Can space be found in the industrial park or elsewhere in the City for those activities that have expanded beyond the land areas available on the waterfront?

## **Goals, Policies, And Strategies**

### **Land Use**

**Goal: To encourage the retention of marine-related activities along the shore of Rockland Harbor.**

#### **Policies:**

1. Give preference to marine-related land uses in those areas well adapted to those activities.
2. Provide public facilities to support marine-related activities, both public and private.

#### **Strategies:**

1. Allow a broad range of marine-related activities along the shore.
2. Restrict non-marine uses on the immediate shoreline, except as part of larger scale activities extending beyond the shoreland.
3. Allow residential uses in the North End, South End and north shore of the Harbor.
4. Provide additional public facilities as needed to support commercial fishing.
5. Review public access and acquire additional public land, especially in the North End.
6. The land containing the footpath that leads to the Rockland Breakwater should be zoned to restrict further development from occurring. In addition, the City should work towards acquiring permanent easement (right of way) or outright ownership of the land from the Samoset.
7. The City will continue to protect marine related uses in waterfront districts from residential and non-waterfront dependent uses as noted in the descriptions of the waterfront districts in Chapter 6 of this plan.
8. The City will continue to protect residential uses in the North End. Such uses are noted in the description of districts within this area in Chapter 6 of this plan.

### **Harbor Improvements**

**Goal: Retain and improve the navigational advantages of Rockland Harbor.**

#### **Policies:**

1. Maintain existing navigational improvements (channels, breakwater, piers).
2. Improve public facilities, including new or deepened channels and mooring/turning basins, to meet new needs and opportunities.
3. Improve wave protection of shore facilities and mooring areas.

#### **Strategies:**

1. Monitor water depths to keep the U. S. Army Corps of Engineers informed as to the need for maintenance dredging of channels.
2. Encourage public and private dredging to create new channels and mooring basins as needed.
3. Work with the Maine Department of Transportation and private operators to encourage more water-borne transportation activities.
4. Encourage the construction/installation of additional breakwaters or other protective works to improve protection of mooring areas and shore facilities (combine public and private funding sources).



## Marine Resources

5. Establish additional public water access in the North End to better serve moorings in the northern part of the harbor.
6. Plan for expansion and improvement of public waterfront facilities such as the Fish Pier, Middle Pier, and Public Landing as demand increases.
7. Consider the use of parking/storage areas away from the waterfront, with shuttle vans, to accommodate additional trailer launched boats (especially for those going out for more than a day).
8. Encourage construction of piers, including solid fill, out to the established Harbor Line to provide additional wave protection for shorefront facilities.
9. Work with the Department of Environmental Protection, the Legislature and other coastal municipalities to allow minor filling within developed, protected water areas to create useful shorefront facilities.

## Transportation

**Goal: Expand Rockland's role as a marine transportation center (hub).**

### Policy:

1. Actively participate in Maine Department of Transportation planning for all modes, which may affect Rockland Harbor.

### Strategies:

1. Re-establish Rockland as a rail/water terminal for freight and passengers.
2. Encourage the design of any rail/water terminal to include:
  - a. Minimum disruption of neighborhoods.
  - b. Off-site parking for peak-use periods – provide shuttle vans.
  - c. Bulkheading, breakwaters, fill or other features to increase the protection of nearby waters and shore areas.
  - d. Additional recreational/commercial facilities in same pier if appropriate.
3. Encourage the retention and improvement of the State Ferry Service Terminal.
4. Provide for cruise ship accommodations such as vessel piers or piers and floats for launches serving cruise ships if they can be made self-supporting.
5. Work with Dragon Cement to coordinate their freight operations to the rail/barge terminal with any future passenger operations serving a ferry terminal over the same rail line in the South End and to improve the operation of the barge/tug to reduce damage to lobster gear in the harbor.

## Tourism

**Goal: To make Rockland Harbor a major attraction for tourists.**

### Policies:

1. Improve public facilities and access to the water, as well as harbor views from public roads. (Make the Harbor Trail a permanent feature).
2. Encourage private enterprise to attract people to, or near, the water.

### Strategies:

1. Consider the use of shuttle vans to transport people to such locations as the breakwater and Public Landing without needing additional on-site parking.
2. Retain and improve the public's access to the breakwater.
3. Develop the Samoset Road landslide area into a park.

## Marine Resources

4. Create a park in the North End, along the harbor side of Front Street.
5. Improve boating facilities at the Public Landing.
6. Improve boating facilities at Snow Marine Park.
7. Work with the Town of Owls Head if they wish to develop public facilities on their part of the harbor.
8. Encourage tour boats to operate from Middle Pier and the breakwater, thereby improving public access to the lighthouse.
9. Encourage small craft rental/livery operators to allow more people to directly experience Rockland Harbor.
10. If the Shore Village (Lighthouse) Museum is relocated, encourage its relocation to a site on or near the waterfront.

### Recreational Boating

**Goal: To improve Rockland Harbor for recreational activities.**

#### Policies:

1. Support public investment and services that enhance Rockland Harbor's recreational uses.
2. Encourage continued private investment in facilities and services for recreational boating.

#### Strategies:

1. Adequately fund, for both staffing and infrastructure, the City's public waterfront facilities. Much of this funding can come from fees for moorings, dinghy storage, etc.
2. Provide additional public transportation to serve waterfront facilities during peak use periods, including shuttle services from any off-site parking areas.
3. Increase public access to the water, especially in the North End, where a launching ramp for trailer-launched boats and additional dinghy storage would allow more use of mooring areas in the northern part of the harbor. Consider public/private partnerships negotiated with private owners to achieve these goals.
4. Enforce vessel holding tank discharge laws.
5. Mark (with buoys) and provide security for mooring areas.
6. Provide additional dinghy storage at the Public Landing and Snow Marine Park.
7. Provide a separate right of way to Main Street for those using the floats, etc. at the Public Landing so that they are not "cut off" during use of the Public Landing for events such as the Lobster Festival.
8. Consider the relocation of some events from the Public Landing to other locations adjacent to downtown, such as underutilized areas of Crocketts Point. This would also allow the general public access to their Public Landing during events for which admissions are charged.
9. As harbor water quality improves, provide limited facilities for swimming at Sandy Beach and/or Snow Marine Park.

### Commercial Fishing

**Goal: To provide for the needs of commercial fishing.**

#### Policies:

## Marine Resources

1. Allow, through zoning and other public policies, commercial fishing activities along parts of the harborfront that are suitable for such activities.
2. Provide small, independent operators with landing/storage facilities for their vessels, gear and catches.

### **Strategies:**

1. Retain the Fish Pier in municipal ownership.
2. Continually review the operations of the Fish Pier to see that it best meets the needs of users. Make sure that funding is adequate to maintain the pier during any future downturns in fishing activity.
3. Provide additional slips, floats and piers as needed.
4. Provide trailer-launching facilities for small fishing boats (urchin boats, lobster boats, etc.), perhaps in the North End.

## **Marine Support Services**

**Goal: To encourage the continuation and establishment of those activities necessary to support marine activities.**

### **Policies:**

1. Allow a wide variety of commercial activities in and near the waterfront.
2. Encourage the relocation to other sites in Rockland of marine-oriented activities whose space needs exceed available waterfront sites (to the Industrial Park, etc.).

### **Strategies:**

1. Work with marine suppliers, marine service organizations, etc. to permit them to operate within the zoning ordinance.
2. Encourage educational and training programs oriented to marine activities.
3. Work with growing industries and services to find in-city locations when they expand.

**City of Rockland  
2002 Comprehensive Plan**

**Chapter 5**

**CULTURAL, HISTORIC and ARCHAEOLOGICAL  
RESOURCES**

**State Goal:**

To preserve the State's historic and archaeological resources.

**CULTURAL RESOURCES**

Rockland's cultural resources reflect the total effects of civilization, and therefore include not only the physical improvements and artifacts, but also the customs, arts and activities of its residents, workforce and visitors. Rockland's mix of businesses has undergone major changes since the last comprehensive plan was adopted, reflecting the City's evolution from a primarily resource-based industrial community to a regional center for social and medical services, retailing and tourist-oriented activities. The 2000 Rockland-Thomaston Area Chamber of Commerce Guidebook lists 23 member restaurants and two pubs and taverns in the City, three of which have musical or other events on a fairly regular basis. Ethnic specialties include Chinese, Japanese, Mediterranean, Mexican and Thai. Restaurants range from national fast-food franchises to locally owned and operated establishments, often emphasizing regional seafood in their menus. Both year-round and seasonal operations are included.

Rockland's long-time role as a County seat is reflected in the large number of not-for-profit organizations located here. The 2000 Chamber Guidebook lists the following: American Legion, American Red Cross, Atlantic Challenge Foundation/The Apprenticeshop, Coastal Community Action, Elks Club, Friends of Rockland Public Library, Independent Order of Odd Fellows, Island Institute, Knox Golden Kiwanis, Lions Club of Rockland, Masonic Temple, Midcoast Mental Health Center, Methodist Conference Home, Rockland Kiwanis Club, Rockland Rotary Club, Rockland Share the Pride, Sea Scouts, Senior Spectrum, and The Shore Village Historical Society. Hurricane Island Outward Bound's administrative headquarters are located here.

Rockland's religious institutions have a long history with the first meetinghouse having been established in 1795. As with the non-profit organizations listed above, the City serves as a regional center for religious establishments and presents a wide diversity of denominations. In early 2000, there were fifteen religious facilities and a few other less formal religious groups within the City's limits.

**Table 5-1**  
**Religious Facilities in Rockland**

<b>Denomination</b>	<b>Facility</b>	<b>Location</b>
Baptist	First Baptist Church	213 Limerock St.
Baptist	Littlefield Memorial Baptist Church	1 Waldo Ave.
Congregational	Rockland Congregational Church	180 Limerock St.
Church of God	Soul's Harbor	59 Main St.
Episcopal	St. Peter's Church	11 White St.
Grace Pentecostal	God's Lighthouse	78 Main St.
Jewish	Adas Yeshurun Synagogue	50 Willow St.
Methodist	Aldersgate United Methodist Church	156 Lake View Dr.
Nondenominational	Grace Bible Fellowship	Sherers Lane
Pentecostal	Living Waters Revival Center	120 Camden St.
Reorganized Church of Jesus Christ of the Latter Day Saints	Community Church of Christ	22 Highland St.
Roman Catholic	St. Bernard's Church	150 Broadway
Salvation Army	Church	16 Brewster St.
Unitarian-Universalist	First Universalist	345 Broadway
United Pentecostal	Calvary Tabernacle	37 Water St.

Probably Rockland's biggest cultural attraction is the William A. Farnsworth Art Museum at 356 Main Street in the downtown area of the City. Their original building was remodeled in 1993-94 to provide additional gallery space and a gift shop on Main Street. New buildings were constructed adjacent to the museum and the Farnsworth homestead between Museum and Elm Streets. The Farnsworth acquired the former Methodist Church on Union Street February 17, 1995 and has rehabilitated and converted the building into the Center for the Wyeth Family, which opened in the summer of 1998. Along with the Wyeth Center, the museum acquired a number of residential properties between Masonic and Grace Streets and razed them. The former J. J. Newberry's department store on Main Street was acquired by the museum on December 6, 1996 and, after extensive remodeling, opened as the Jamien Morehouse Wing on June 25, 2000. The Gamble Education Center, at the corner of Union and Grace Streets, opened on July 15, 2000. The museum specializes in Maine and American art and has various educational programs available to area residents.

On September 14, 1998, the City accepted ownership of the Rockland Breakwater Lighthouse from the Maine Lights Program, which was created to transfer ownership of now automated lighthouses from the U. S. Coast Guard to municipalities and other private organizations. The Friends of Rockland Breakwater Lighthouse has been formed to raise the necessary funds to restore and maintain the lighthouse and to eventually open it to the public. Some maintenance and cleaning were done in 1998 and 1999, and the building has not yet opened to the public.

The Rockland Public Library was completed in 1903 as a result of a gift from Andrew Carnegie. Constructed of local granite, this building sits on a landscaped site on the west side of Union Street. After a successful fundraising campaign, ground was broken on April 8, 2000 for an addition, which approximately doubled its floor area and created space for the facilities necessary to a modern library. The library expansion was completed in August 2001.

The Lincoln Street Center for Arts and Education is housed in the former Rockland High School at 24 Lincoln Street in the heart of an historic residential neighborhood just two blocks from Main Street. Facilities include a 500-seat theater, a children's museum, and an artist's studios. The Lincoln Street Center for Arts and Education is intended as a place for artists' studios, as the home for the Mid-Coast Children's Museum and for stage performances. The Children's Museum has been known to Rockland residents primarily through its annual children's tent at the Lobster Festivals and through occasional events held at the Recreation Center and the Samoset Resort. A permanent location in the Lincoln Street Center brings to the area the advantages children's museums have brought to Portland, Augusta and Bangor.

Although major improvements were completed to the auditorium at Rockland District High School in early 2000, that auditorium is, of necessity, closely tied into the school's academic programs and is only occasionally available for events for the general public. Unlike nearby Rockport and Camden, Rockland has no publicly owned Opera House available year-round for cultural events. Thomaston's Watts Hall, though smaller than the opera houses, also features an auditorium with a stage for performances. Perhaps civic support for the Lincoln Street Center can result in creating a number of public cultural facilities available to all Rockland residents.

In early 2000, there was considerable discussion of a possible amphitheater intended for outdoor performances at Harbor Park. However, that site now contains the Public Landing and the Fishermens' Memorial and there had been no general agreement regarding any proposals.

Rockland's Recreation Center, constructed as the Community Building during the Great Depression of the 1930s, was designed primarily for indoor sports such as basketball, handball and bowling. While some activities are no longer offered, the center remains an important public recreational asset offering many after school and vacation period activities for children.

The preservation of culture through experiential education is a major emphasis of the Apprenticeshop. There, various skills associated with the building of boats and ships are taught to individuals enrolled in a wide variety of courses and programs. While some prepare individuals for positions in the commercial world of yacht and boat building and repair, others are intended to foster skills and activities associated with the repair, maintenance and use of personal recreational small craft. They have made an increasing effort to involve local youth and have been among the supporters of local sailing programs for both youth and adults. As a byproduct of their educational activities, the Apprenticeshop has constructed a number of small boats either under contract or on speculation. The Atlantic Challenge, with which the Apprenticeshop is associated, has sponsored international competition in the handling of traditional vessels under oar and sail.

The Penobscot School, a private language school, offers Rockland residents a variety of courses and programs in languages, including intensive "immersion" courses and less intensive sessions including meals featuring foods associated with a language and involving participants in speaking that language.

Many of their instructors come from foreign countries, thereby bringing both language and culture with them. The school also brings students from foreign countries to assist them in learning English.

Rockland has had movie theaters that showed first run movies. The last theater in Rockland closed in 2001. The theater has been purchased but redevelopment plans have not been announced.

In addition to the cultural facilities listed above, Rockland has a number of scheduled events that attract regional and national attention. By long-standing tradition, Rockland does not hold a major event around Independence Day, that being the occasion for the Thomaston Fourth of July festivities, featuring a major parade, barbecues, concerts and fireworks.

A fairly recent addition to the Rockland calendar is the Summer Solstice Night when Main Street is closed off for street dancing, live music, entertainment and special events.

During the summer of 2002, the North Atlantic Blues Festival celebrated its sixth year in Rockland. This festival has grown in popularity with residents and tourists and attracts more visitors every year. Major musical events of the Blues Festival are held on the public waterfront at Harbor Park, and along Main Street, which is closed off for the night. Other bands perform at local establishments throughout the City's commercial sections.

Friendship Sloop Days, a gathering of traditional Maine lobstering sloops now converted for pleasure use, takes place in late July. The parade of sloops and races held in the harbor provide the general public with a glimpse of regional history. The boats and their owners gather from many locations, most from Maine and other coastal New England harbors.

The Maine Lobster Festival, which marked its 55<sup>th</sup> anniversary in 2002, is Rockland's major seasonal event. Parades, foot races, evening entertainment, arts and crafts displays, carnival rides, and other activities and vendors are all centered on the lobster industry. Many tons of lobsters and other seafood are consumed annually and many spectators enjoy the famous lobster crate races held just off the Public Landing. King Neptune and his Court are in attendance for the crowning of the Sea Goddess, with escorts from the crews of visiting Navy and local Coast Guard vessels. The festival is held the first week in August and is staffed largely by local volunteers.

Rockland's cultural history includes the immigration of Italians to work in the limerock quarries and Irish to tend the kilns. The Italians settled primarily in the City's North End while the South End accommodated many of the Irish. Finnish immigrants were recruited to work in the granite industry, some of which was headquartered in Rockland. The Finns organized community dances to raise money for the early "March of Dimes" campaigns. Granite quarries were located nearby on Vinalhaven and Hurricane Islands and on the mainland in St. George. Rockland no longer contains any ethnic neighborhoods.

## **HISTORIC AND ARCHAEOLOGICAL RESOURCES**

### **History**

It is important for communities to remember and preserve traces of their past - houses, churches, farms, grange halls, mills, villages and neighborhoods, town halls and libraries. Such buildings and sites contribute texture and richness to a community's character, bring history alive for children, and set a standard for our own contributions to future generations.

Little is known for certain of the pre-European settlements along the shore of Penobscot Bay. Native American camps are known to have existed; indeed, into the early 20th century, Native Americans, primarily Penobscots, occasionally migrated through and camped in the general vicinity.

The area now encompassed by the City of Rockland was not settled by European colonists until after the French and Indian War ended in 1763. John Lermond established a temporary logging camp on the shore at what is now Lermond's Cove in 1767. Sometime between 1765 and 1769, Isaiah Tolman established a farm on the shores of Madambettox Pond (now Chickawaukie Lake) and later built a grist and sawmill on Meadow Brook. The first permanent house constructed in what is now downtown Rockland was built by Reed in 1769, and sold to John Lindsey. Jonathan Crockett and his wife, Elionai, settled in the North End that same year. The area now including the City of Rockland was known as the "Shore Village" of the Middle Town, incorporated as Thomaston in 1777. At that time, Upper Town was what is now Warren and Lower Town included what are now Cushing, South Thomaston and Owl's Head.

In 1775, Thomaston formed a Committee of Safety and Correspondence and raised a company of about 250 militia from Thomaston, Shore Village and other nearby settlements. The few settlers suffered the depredations of the British during the Revolutionary War, including a raid by a British privateer at Jameson Point in 1779. Tensions between Tories and patriots continued until the end of the Revolution in 1781.

The first church service in what is now Rockland was held in February of 1784 at Blackington's Corner, near where the first frame barns were raised in 1785. Lime burning, later to become a main stay of 19th century Rockland's economy, was begun along the shore of Owls Head Bay by George Ulmer in 1789. The first store opened at Blackington's Corner in 1794. In 1798, the Shore Village voted \$300 to support local schools. The first lime shed was constructed in 1804.

The Embargo of 1807 and the subsequent War of 1812 seriously affected commerce, with various local vessels taken by British naval vessels and privateers. However, no local raids were reported, perhaps because militias were posted at Lermond's Cove and Jameson's Point.

After 1815, the development of what is now downtown Rockland was steady and soon outstripped the earlier centers of settlement. In 1820, the first meetinghouse was erected on Limerock Street near Old County Road. The intersection of Old County Road and Limerock Street was known as Brown's Corner. It was the site of a store and tavern and of the first limerock quarries established by John Ulmer. Limerock Street was the road by which the limerock was conveyed from these quarries to the kilns on the shore. The first Post Office was established in East Thomaston in December 1824. Rockland Harbor, although somewhat exposed, became the focal point of three major industries: shipbuilding, lime-burning in the great kilns, which lined the shore, and fishing.

Originally part of Thomaston, Rockland, along with South Thomaston (including what is now Owls Head) voted to separate on March 13, 1848 and was incorporated as the Town of East Thomaston on July 28, 1848 by act of the Maine Legislature. In May 1850, the citizens of East Thomaston successfully petitioned the Legislature to change the name of the town to Rockland, in recognition of its predominant industry. Rockland was incorporated as a City in 1854, the eighth in Maine. In 1850, the population stood at 2,600; by 1860 it had burgeoned to 7,317.

In 1853, a series of fires in the business district beset Rockland. These occurred on January 1, February 28, March 28 and May 22. Rebuilding was immediate and such was the economic climate in



the thriving town that in spite of the capital losses, a business boom resulted. This pre-Civil War period of prosperity included the construction of a number of large homes and commercial blocks and culminated in 1860, with the creation of Knox County with Rockland as the county seat.

While never a shipbuilding center on the scale of Bath, Rockland's shipyards constructed vessels, both sail and steam, from the last decade of the 18<sup>th</sup> century through the 19<sup>th</sup> and 20<sup>th</sup> centuries. Rockland was briefly the center of clipper ship building in Maine, launching ten clippers, totaling 13,179 registered tonnage, 12 percent of the number and 14.6 percent of the sharp-modeled, heavily canvassed tonnage of the State of Maine during the 1850s. One of the more famous was the clipper ship RED JACKET, designed by Samuel H. Pook of Boston and built in 1853 by "Deacon" George Thomas under the direction of Capt. Isaac Taylor, also of Boston. Her building site, just to the north of Lermond's Cove, is currently unmarked. Her registry (Custom House) dimensions are listed as 251.2 ft. length, 44.0 ft. beam and 31.0 ft. depth of hold, for a tonnage of 2,305. She drew 24 feet of water. Following her record-breaking 1854 maiden voyage from New York to Liverpool of thirteen days, one hour and twenty-five minutes, she was chartered, then sold to British owners and engaged in the packet trade to Australia, where she also made some remarkably fast passages. Thomas, who had constructed the 370 ton clipper bark SPRINGBOK in Rockland in 1851 and the 1,691 ton clipper ship DEFIANCE and the 1,121 ton clipper ship RATTLER in 1852, moved his business to Quincy, Massachusetts following completion of the RED JACKET in November of 1853. In addition to Thomas, Horace Merriam built the 1,637 ton LIVE YANKEE in 1853, F. W. Rhodes (or Rhoades) built the 868 ton ANGLO-SAXON and the 1,119 ton PROGRESSIVE in 1853, Merriam built the 1,985 ton EUTERPE and Robert Trowbridge built the 708 ton YANKEE RANGER in 1854. Rhodes ended Rockland's clipper ship era with the launching of the 1,375-ton YOUNG MECHANIC in 1855. All but the last were built for owners outside Rockland.

Rockland's shipyards tended to construct vessels for local trades and owners. Between 1837 and 1920, 275 vessels were known to have been constructed in Rockland.<sup>1</sup> Repair work sustained those shipyards that survived into the late 20<sup>th</sup> century. World Wars I and II saw the last booms in wooden shipbuilding in Rockland, though two schooners for the passenger trade were constructed in the 1980s at the North End Shipyard, which regularly carries out repairs to Maine's schooner fleet. (See the Marine Resources section for further details on shipbuilding and repair.)

The Civil War brought a depression in the lime export industry with the closing of southern markets and a decline in building activity nationally, which reduced the demand for plaster. Sustained economic prosperity did not get underway until after the depression of 1873-76. The lime industry, with its heavy demands on labor, expanded through the later years of the 19<sup>th</sup> century and resulted in a compact development pattern of smaller workers houses on streets away from the more prestigious neighborhoods close to their owners' downtown offices and stores. The lime industry, which consolidated in 1900, gradually faded after the 1920s, and was essentially closed down by 1975. Its legacy includes much of Rockland's often magnificent Victorian and early 20<sup>th</sup> century architecture, long unused quarries along Old County Road, and the decaying remnants of the Limerock Railroad, constructed in the 1890s to carry lime rock from the quarries to the kilns along the harbor front.

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<sup>1</sup> Fairburn, William A. (1876-1947), *Merchant Sail*, Fairburn Marine Education Foundation, Inc., Center Lovell, Maine 1945-1955.

By 1888, Rockland was the largest city in the mid-coast region with over 80 lime kilns shipping 1.5 million casks of lime annually in 20 ships, 40 barks and 150 schooners. As was typical of a city of this size, Rockland also manufactured boots and shoes, carriages, harnesses and machinery. A shoe factory was located at the intersection of Broad and Limerock Streets. A pants factory was located at Broad and Park Streets.

A number of public and semi-public buildings were constructed in the City since the latter part of the 19th century. The High School opened in 1868, the Knox County Courthouse was completed in 1875; St. Peter's Episcopal Church constructed in 1883-84; the McLain Grammar School in 1892; and the Knox County Jail in 1892 (demolished in 1995). The 20<sup>th</sup> century saw construction of the Rockland Public Library in 1903, the Knox County General Hospital in 1916 and the Bok Home for Nurses in 1928. Major additions were made to Rockland High School in 1925 and 1928 and the Community Building was built in 1936 as a Works Progress Administration project during the Depression.

Since the middle of the 20th century, there have been few lots available near the City's center and most new housing has been built on the larger lots in the outlying areas. At the same time, many of the spacious 19th century residences have undergone conversion into multi-family dwellings. This trend resulted in many of Rockland's more densely settled neighborhoods having relatively few "modern" houses intruding among the older residences.

### **Archaeological Sites**

Native American archaeological sites are important because they are the only sources of knowledge about prehistory in the time before the written word. The only way to learn about prehistoric events is through the study of archaeological remains. Sites dating from the first European-American settlement of a community often contain information otherwise lost to history. The sites must be retained for study. Once lost, a site cannot be recovered.

Most archaeological sites in Maine are near water. The ocean, lakes, and rivers provided transportation routes for Native Americans and early European-American settlers. Their shores were hunting and gathering places, natural areas to settle. Much of the state's recent development pressure has occurred in just such places.

Only one prehistoric archaeological site is known in Rockland. It is classified by the Maine Historic Preservation Commission as site number 28.13 and listed as "Not a significant site, on Rockland Harbor." This site, which has not been studied in detail, is located near the shoreward end of the Breakwater. The Commission cites the need for further survey, inventory and analysis of the margins of the Bog and Chickawaukie Lake, except where Route 17 borders it. The lack of permanent development within the Bog and the slight raising of the water level in Chickawaukie Lake, probably dating from the time it served as Rockland's public water supply and was a source of natural ice, may have preserved archaeological sites which would, otherwise, have been destroyed. Local oral history includes mention of Native American campsites in the Bog.

No professional survey for historic archaeological sites has been conducted to date in Rockland. In the future such fieldwork could focus on sites relating to the earliest European settlement of the City, beginning in the 1770s, as well as remains of various significant 19th century industries.

### **Historic Sites**

In common with many other small towns and cities, Rockland developed a compact, built-up downtown that expanded as the local population grew and access to it improved with the advent of the street railway in the late 19<sup>th</sup> century. Since the beginning of the 20<sup>th</sup> century, the City's downtown has expanded, both east and west of Main Street, resulting in the gradual redevelopment of much of the area between Main and Union Streets and most of Crocketts Point. While this inevitably led to the destruction of many earlier buildings, the more modern alternative to contiguous downtown expansion, the development of outlying highway commercial strips and shopping centers, did not affect the City until after World War II. The City was fortunate to have avoided the wholesale destruction of major portions of its downtown in the urban renewal era of the 1960s, and therefore retains a downtown with substantial brick architecture dating largely from the late 19<sup>th</sup> century fronting on Main Street. Some publicly funded improvements to Main Street have resulted in underground utilities, updated sidewalks and street furniture, tree planting and, during 1999, new street lighting.

While some historic buildings were lost to the various fires that the City experienced, others were destroyed to be replaced by more modern structures or uses. Among the lost public buildings were the Custom House/Post Office and the County Jail/Sheriff's House, which were replaced by parking lots. The home of General Tillson was replaced by the Navigator Motor Inn. The Rockland Congregational Church building on Main Street was destroyed by fire and replaced by a more modern building on outer Limerock Street. The Samoset Hotel, once the City's premier seasonal resort, was rebuilt within the neighboring Town of Rockport following its long closure and destruction by fire on October 13, 1972. Other structures suffered from long periods of neglect following the end of their economic lives. One of the most significant in terms of both history and architecture, the Knott Crockett House at 750 Main Street, was demolished in April 1997. The home of Rockland's first mayor, this residence was a fine example of a federal-style building. Its deterioration and condition forced the owners to demolish it because of the high cost to refurbish it. Similarly, the Limerock Railroad and the lime kilns it served have gradually disappeared, though the grade of the railroad remains visible where more recent development has not removed it. A few lime kilns near Main and Front Streets remain in a condition that would enable them to be restored. Cement kilns which once stood near Mechanic Street, on what is now Snow Marine Park, have totally disappeared. Traces of some of the City's shipyards have all but disappeared. The Samoset Resort modified the Civil War battery erected at Jameson Point, as much of it was lost to erosion from wave action of Penobscot Bay, in late 1999 and early 2000 as part of improvements to its golf course.

Rockland's historic sites are mostly buildings, either residential or commercial in nature. The Maine Historic Preservation Commission (MHPC) has listed most of the more important ones on the National Register of Historic Places. The National Register of Historic Places defines "historic" as being "a district, site, building, structure, or object significant in American history, architecture, engineering, archaeology, and culture" that is at least 50 years old.

Rockland has two historic districts, both of which are listed in the National Register. One is a commercial area in the Downtown Zone along Main Street, consisting of all the buildings on the waterside from Winter Street to Limerock Street and from Museum to Limerock Streets on the opposite side. It includes two buildings on the south side of School Street. The other historic district is a residential area roughly bounded by Broadway and Limerock, Broad, Masonic, Union, and Granite Streets. The district is situated in the present Residential "A" and Residential "B" Zones.

(See Map and the materials from the MHPC attached.)

A comprehensive survey of Rockland's historic aboveground resources needs to be conducted in order to identify other properties that may be eligible for nomination to the National Register of Historic Places. For example, the "roundhouse" sheltering the winch at the Rockland Marine Corporation shipyard in the South End is one of very few examples of this type of hauling apparatus still in use in the United States. There are substantial portions of three kilns, reminders of Rockland's namesake lime industry, standing along Main Street. The Ichabod Barrows house, a small, early Cape, stands on Rockland Street, outside any of the existing historic districts. The City-owned Tolman Cemetery on Lake Avenue holds the graves of many of Rockland's Revolutionary War and War of 1812 veterans. The City also owns the paupers cemetery located near West Meadow Road on the grounds of the former Poor Farm. Privately owned cemeteries include the Achorn Cemetery off Old County Road, the Lucy C. Farnsworth Cemetery on Pleasant Street, the Hebrew Cemetery on outer Pleasant Street and the Ulmer Cemetery on upper Park Street. Some former Rockland residents are buried in the Sea View Cemetery in Rockland and Rockport and the Robbins Cemetery in Thomaston. Many quarries remain unmarked, though they played an important part in Rockland's growth as a city.

**Table 5-2**  
**Rockland's Sites on the National Register of Historic Places**

Site	Location
Rockland Public Library	Union Street
Knox County Courthouse	62 Union Street
Rockland Railroad Station	Union and Pleasant Streets
Farnsworth Homestead	21 Elm Street
Security Trust Building	Elm and Main Streets
Rankin Block	600-610 Main Street
General Davis Tillson House	157 Talbot Avenue
Rockland Turntable and Engine House	US 1 and New County Road
Lighthouse Station	Rockland Breakwater
Schooner American Eagle*	North End Shipyard
Schooner Isaac H. Evans*	North End Shipyard
Schooner J. & E. Riggin*	Journey's End, opposite the Coast Guard Station
Schooner Stephen Taber*	Journey's End, opposite the Coast Guard Station
Schooner Victory Chimes*	Journey's End, opposite the Coast Guard Station
Main Street Historic District	(See text)
Rockland Residential Historic District	(See text)

**Note:** The Register for Rockland also lists the schooner *Lewis R. French*, however, this schooner was berthed in Camden in 2000. \* National Historic Landmark.



## Historic Preservation

As Rockland's economy has evolved, tourism has become an increasingly important element. Therefore, the City's appearance has assumed greater importance as an attraction to tourists. However,

# Rockland

Map 5-1: Historic Places and  
Potential Archaeological Sites

## Legend

 Historic districts  Tax parcels

## Historical Sites

- 1 - American Eagle (Schooner)
- 2 - Farnsworth Homestead
- 3 - Gen Davis Tillson House
- 4 - Isaac H. Evans (Schooner)
- 5 - J. & E. Riffin (Schooner)
- 6 - Knox County Courthouse
- 7 - Main Street Historic District
- 8 - Rankin Block
- 9 - Rockland Breakwater Lighthouse
- 10 - Rockland Public Library
- 11 - Rockland Railroad Station
- 12 - Rockland Residential Historic District
- 13 - Rockland Turntable and Engine House
- 14 - Security Trust Building
- 15 - Victory Chimes (Schooner)
- 16 - Stephen Taber (Schooner)

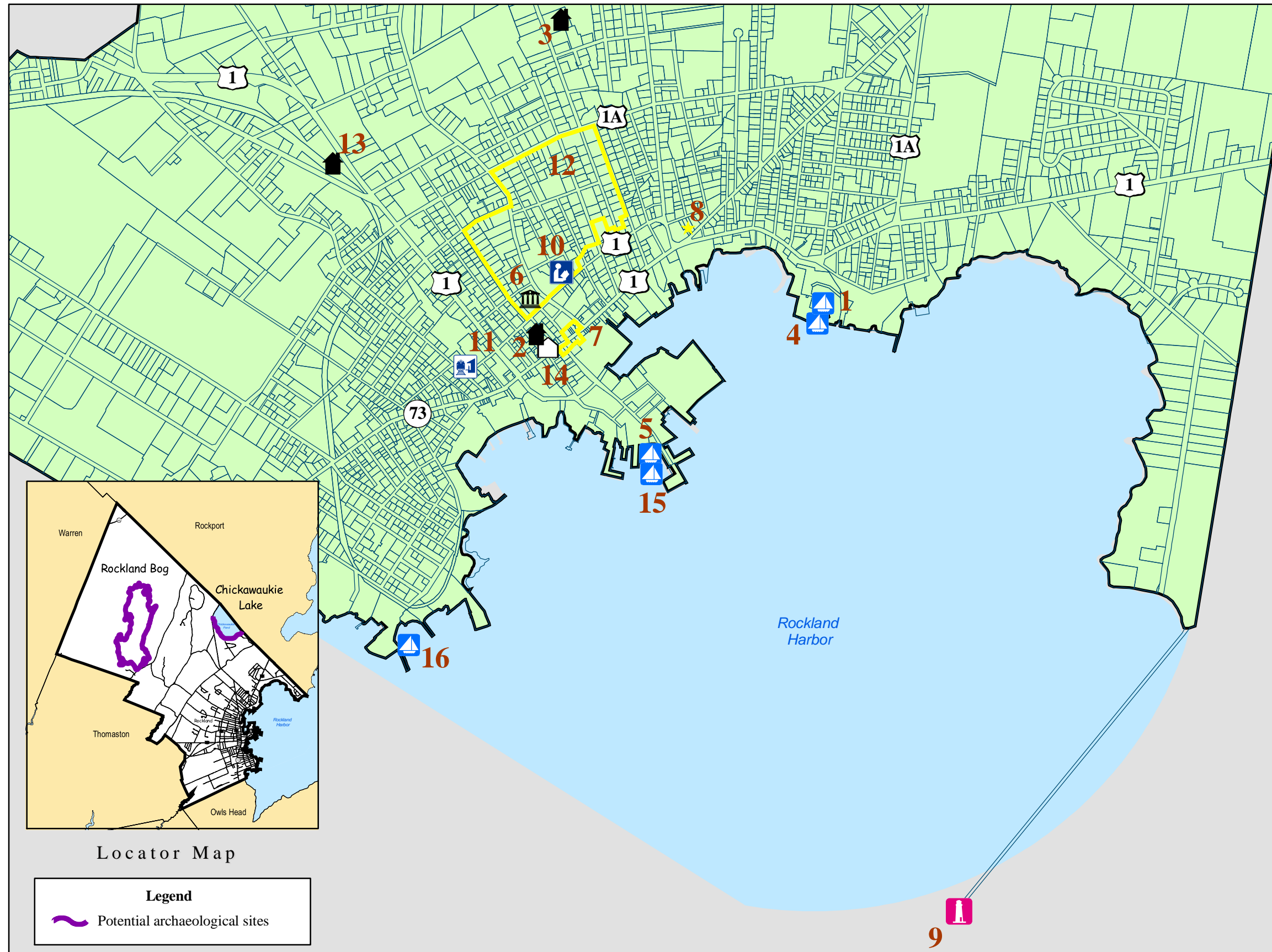


0 0.25 0.5  
Miles

Sources: City of Rockland, Photo Science Inc. and MEGIS  
Map revised: January, 2003




Prepared by the Eastern Maine Development Corporation



## Locator Map

## Legend

 Potential archaeological sites

this appearance is important for both business and more personal reasons. In even the less affluent neighborhoods, there remain many historic residences whose owners have put considerable time and energy into maintaining those structures and grounds. This has positive effects, not only on the well being of the residents, but also on neighbors and visitors, who can sense the pride of the owners. This, in turn, attracts potential new owners who wish to live in these neighborhoods. Rockland has, to date, accommodated a wide range of income levels and life styles in its various neighborhoods.

There seems to be growing concern for the architectural heritage of Rockland. The redevelopment of Main Street, including the major contributions of the Farnsworth Museum's creation of the Jamien Morehouse Wing from the former J. J. Newberry's store and development of their museum store on Main Street has been done in styles and building materials compatible with, and sympathetic to, the nearby architecture. Similarly, the removal of more recent wall covering materials over the former Syndicate Block's Romanesque brick façade and the tasteful renovation of the former Arvidson's Furniture building into new uses have improved the appearance of downtown Rockland. The Ulmer Block, now also called the Joy Building, a wooden building on Main Street, has been equipped with an elevator and has been restored with new clapboarding and appropriate detailing. Given their great concern for design in both Belfast and Camden, MBNA's redevelopment of the former Fisher Engineering (Douglas Dynamics) properties have greatly improved the appearance of much of the South End.

In early 2000, the City began considering ways in which to adaptively reuse some of its downtown buildings, particularly those with unused or under used upper stories. Revised zoning and public/private investment in elevators to improve accessibility are among the ideas being studied.

As the working "Lime City," Rockland was more concerned with whether or not something worked well, not with how it looked. Now, appearance has assumed greater importance. A "house tour" in the late spring of 2000 showcased examples of Rockland's various architectural styles and eras. Art as a business, as contrasted with art as displayed in museums, has established a considerable hold in Rockland, with many art galleries occupying former residential and business properties within walking distance of the Farnsworth Museum's properties.

Rockland, with its dense development patterns, has extensive public infrastructure necessary to its functioning (sewers, water lines, paid law enforcement, emergency and fire services). However, this has contributed to its higher real estate tax rates, especially as compared with nearby, more rural communities lacking sewer systems, etc. In addition, Rockland's role as a County Seat has resulted in a concentration of public service organizations and governmental agencies, most of which do not pay local real estate taxes. Some non-profit organizations have voluntarily paid taxes to the City, and many serve local residents through their social service programs or through reduced or no-cost admission to cultural events and programs. However, there remain some local concerns about non-profit organizations and other levels of government whose facilities occupy what could otherwise be tax-paying properties.

The City has no Historic Preservation ordinance or plan at this time. The only means of officially identifying historic places is through listing on the National Register of Historic Places. The community should recognize, however, that listing a property on the National Register provides protection only when federal funds are used for a project that would affect the historic property. However, the owner of a property on the Register may claim a federal income tax deduction for expenses incurred for restoration.<sup>2</sup> The 119<sup>th</sup> Maine Legislature enacted L.D. 2537, An Act to Promote Historic and Scenic

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<sup>2</sup> *Reviving Service Centers*, Report of the Task Force on Regional Service Center Communities, September 1998, page 27.

Preservation, which was signed into law by Governor King on April 6, 2000. This law, Sec.1. 30-A MRSA Subsection 5730 reads, in part, “. . . a municipality may raise or appropriate money to reimburse taxpayers for a portion of taxes paid under Title 36, Part 2 on real property if the property owner agrees to maintain the property in accordance with criteria that are adopted by ordinance by the governing legislative body of the municipality and that provide for maintaining the historic integrity of important structures or providing a scenic view.” The Maine Historic Preservation Commission is responsible for providing guidance to municipalities wishing to implement this law. In order for a Rockland property owner to benefit from this enabling legislation, the City Council would have to adopt an ordinance setting forth the criteria under which the property owner would qualify for the tax reduction.

More complete protection for historic structures could be provided by a local historic protection overlay ordinance that would protect the two historic districts.

Neither the City’s Building/Demolition Permits nor the Assessor’s Records have any place on them to indicate if a property has any identified historic value, especially the identification of a property being listed on the National Register of Historic Places. However, Chapter 4, Section 4-304, Demolition of Buildings, states, “No permit shall be issued for the demolition of any historic public building or structure listed on, or situated within a district listed on, the U. S. Department of the Interior’s National Register of Historic Places without prior approval by vote of the Rockland City Council.”

There is no mechanism for awareness of a property’s potential historic value. With the exception of a single paragraph in the state-imposed Shoreland Zoning Ordinance regarding potential archaeological sites <sup>3</sup>, the City’s Zoning Ordinances do not mention historic or archaeological resources.

## **Issues and Implications**

### **Cultural**

- (1) Rockland hosts a number of cultural events open to the general public, most of which are held during the summer tourist season. Does the City desire more “off-season” activities?
- (2) Many outdoor public events, for which admission is charged, are held at the Public Landing. There is no permanent shelter available to accommodate the performers and audience during inclement weather. Does the City wish to support the creation of an outdoor amphitheater in order to provide improved performance facilities? If so, where should such a facility be located?
- (3) The public halls and opera houses of adjoining municipalities provide them with year-round facilities for many public events. Public use of the Rockland District High School auditorium is limited by the demands of the school’s academic schedule. Does the City wish to support the creation of a facility specifically designed for public performances (plays, concerts, dances)? Would the City be interested in supporting the efforts of the Lincoln Street Center to create such a performance space?
- (4) Many of the needs of the Rockland Public Library have been addressed for the foreseeable future with the recently completed expansion and the newly created endowment. However, the future of the Community Building (Recreation Center) and the nearby playground seem less assured.

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<sup>3</sup> “Archaeological Sites: Any proposed land use activity involving structural development or soil disturbance on or adjacent to sites listed on, or eligible to be listed on the National Register of Historic Places, as determined by the permitting authority shall be submitted by the applicant to the Maine Historic Preservation Commission for review and comment, at least twenty (20) days prior to action being taken by the permitting authority. The permitting authority shall consider comments received from the Commission prior to rendering a decision on the application.”

## **Cultural, Historic & Archaeological Resources**

The Shore Village Museum (Lighthouse Museum) and its collections are located in the former Grand Army of the Republic building on Limerock Street, which has been sold by the City. The long-term location of this museum has yet to be decided. Should the Lighthouse collection be located closer to downtown or the waterfront? Will there be long-term financial support for these important cultural resources?

- (5) Rockland's cultural history includes the now vanished limerock industry and the facilities it supported. The City has also witnessed major changes in its fishing and other marine-oriented activities. Is there interest in preserving remaining artifacts and structures, creating museum displays, preparing publications, etc.?

### **Historic and Archaeological Resources**

- (1) The Maine Historic Preservation Commission (MHPC) notes the need for a prehistoric and a historic archaeological sites survey. Is there interest in the City to do this? If so, how will it best be accomplished?
- (2) Rockland currently has no formal mechanism for the preservation of identified historic sites. Is there interest in doing this? Would the creation of a City Historic Preservation Commission and Ordinance be supported?
- (3) Section 19-317, "Design Standards," contains specific provisions intended to achieve compatibility of most new construction with Rockland's architecture. Previous administrations did not enforce its provisions adequately. More recent administrations have enforced the provisions, with guidance from the city attorney. The design standards have helped ensure that existing and new building construction is compatible with the historic character of their surrounding neighborhood. Does the City wish to add additional building design standards or guidelines, which apply to all but the Industrial Zone? The design standards do not apply uniform requirements throughout the City, but concern the surroundings of each building. Therefore, the diversity of each neighborhood can be protected. Does the City wish to retain and encourage this diversity? As an increasingly important destination for tourists and art aficionados, will the City become more aware of appearances? Is the City interested in maintaining the visual integrity of the zones in which the two historic districts are located?
- (4) The Zoning, Subdivision and Site Plan Ordinances do not deal with historic and archaeological preservation concerns. Should amendments be prepared that establish standards for the consideration of these factors in subdivision and site plan approval and the issuance of Building Permits?
- (5) The City's Building and Demolition Permits and Assessor's records have no spaces on them for data relating to historic value, such as date of original construction, original or other historically important owners, architect, etc. The taking of photographs for inclusion in the Assessor's records has been discontinued. Photographs can provide important information on the exterior condition and appearance of historic buildings. Are these needed?
- (6) The Maine Historic Preservation Commission has provided documentation for listing known historic places on the National Register. What other historic sites or structures exist that could or should be listed?



## **Goals, Policies, And Strategies**

### **Purpose**

To ensure that the value of historic and archaeological resources is recognized and that protection is afforded to those resources that merit it.

### **Prehistoric and Historic Archaeological Resources**

**Goal: To avoid further destruction of Prehistoric and Historic Archaeological Resources.**

**Policy:** To obtain surveys of prehistoric and historic archaeological resources in Rockland.

#### **Strategies:**

1. Maintain contact with the Maine Historic Preservation Commission (MHPC) regarding prehistoric and historic archaeological surveys.
2. Contact area legislators regarding funding for such surveys.
3. Incorporate information from such surveys in reviewing development proposals that could affect them.
4. The planning commission should require that developers provide evidence that the proposed development will not negatively impact known or possible archeological sites, and as necessary to meet this strategy, the development proposal should include a plan showing the preservation of known or suspected historic or naturally significant areas.

### **Historic Preservation**

**Goal: To preserve, to the extent possible, Rockland's historic resources.**

#### **Policies:**

1. To create a cultural awareness of Rockland's historic resources and their value for the present and future.
2. To create public mechanisms, both legal and financial, to assist in historic preservation.

#### **Strategies:**

1. Create a Historic Preservation Commission.
2. The Historic Resource Commission's duties should include the preparation of recommendations for improving historic resource protection in the City's land use ordinances, including but not limited to requiring assessments of potential historic archaeological resources during subdivision and site plan review.
3. Encourage voluntary compliance with these standards.
4. Have the Commission prepare a survey of historic structures and locations, in order to provide information for the Assessor and Code Enforcement Office and/or to establish historic markers, as appropriate.
5. Have the Commission work with the Assessor to include historic information and photographs on property tax cards.
6. Have the Commission work with the Code Enforcement Office to include historic information on Building Permits and Demolition Permits.

## **Cultural, Historic & Archaeological Resources**

7. Obtain and disseminate information on any programs available for homeowners and other property owners to provide technical and financial assistance with the renovation/restoration of historic properties.
8. The Comprehensive Plan/Land Use Committee will review existing historic design standards and guidelines, which have been applied successfully in recent administrations, to suggest, as needed, possible revisions that would further improve enforcement and effectiveness of these regulations to help continue to protect historic resources adequately.
9. The City Manager and Community Development Office will continue to assist business property owners to secure state and federal funds for the restoration of properties within the historic district as recognized on the National Register of Historic Places.

### **Cultural Resources**

**Goal: To assist in making Rockland an interesting place in which to live and work.**

#### **Policies:**

1. To support and assist private efforts to create and continue public cultural events.
2. To support and assist private efforts to create public spaces and facilities for public cultural events.
3. To continue to maintain and improve public cultural facilities.

#### **Strategies:**

1. Encourage a broad range of public events and activities.
2. Support Lincoln Street Center children's museum, theater and artistic activities.
3. Support efforts of the Apprenticeshop, Farnsworth Museum and the Penobscot School to include Rockland residents in their programs.
4. Relocate some events away from the Public Landing or maintain public access to the Public Landing during such events.
5. If the City decides to build an amphitheater, consider a location other than Harbor Park for it.
6. Encourage the setting of realistic fee levels for all public events held on City property for which admission is charged.
7. Continue to maintain and improve the Community Building (Recreation Center), Shore Village Museum, Public Library, Harbor Park/Public Landing, public cemeteries, and other public facilities that allow and encourage cultural activities.

**City of Rockland  
2002 Comprehensive Plan**

**Chapter 6  
LAND USE PATTERNS**

**State Goal:**

To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl.

**State Coastal Management Policy:**

Discourage growth and new development in coastal areas where, because of coastal storms, flooding, landslides or sea-level rise, it is hazardous to human health and safety.

**Introduction**

The purpose of this chapter is to analyze the existing land use patterns of the community. Land Uses, as the term implies, are those uses or activities found on each parcel or area of land. Just as one could look at a floor plan and determine, roughly, where each family activity usually took place, a city can determine where each activity is taking place on the land within its boundaries.

Land Uses are normally grouped into categories for easier mapping and discussion. These are Residential; Commercial; Industrial; Transportation, communication and utilities; Recreational; Civic and institutional; Agricultural and forestry; Mining; and Undeveloped land. In order to create a generalized look at Rockland's land uses, this section will not try to attempt as much detail as was done for commercial and industrial uses in Chapter 2, The Local Economy.

The citizens of Rockland can best decide where they want future development to occur if they know where land uses are located now. The physical constraints on land uses imposed by natural features have been discussed in Chapter 3, Natural Resources. These underlie most land use decisions and will not be emphasized in this section. However, the man-made environment, created by both public and private investment, also has a considerable effect on future land use options and choices. The following discussions, grouped by the land uses listed above, will attempt to inform Rockland's citizens of the current land uses so as to allow them to determine what they want the City to be like in the future.

**Current Land Use Ordinances and Regulations**

The zoning district requirements and the Official Zoning Map of the Zoning Ordinance are the primary regulatory means used to shape present and future land use patterns in Rockland. Other aspects of the Zoning Ordinance as well as the Shoreland Zoning Ordinance, Floodplain Management Ordinance, Site Plan Review Ordinance, and Subdivision Ordinance, also significantly impact patterns of land use development. The Shoreland Zoning Ordinance and Floodplain Management Ordinance are noted in Chapter 3 Natural Resources.

### **Site Plan Review Ordinance**

The Site Plan Review Ordinance was adopted in 1977 as Chapter 16, Article II of the City Code, and has been amended through September 11, 1996. The Site Plan Review Ordinance contains good site plan submission elements and adequate provisions for landscaping, storm-water management, and drainage (especially for projects situated in the Chickawaukie Lake watershed and within the drainage area of Rockland Harbor north of Maverick Street), sewer and water supply, and solid waste impact. The Site Plan Review Ordinance also assures that developments are compatible with the surrounding neighborhood, that there is proper access management and circulation or traffic movement, and the requirement for a traffic impact study for developments situated on the section of Route 1 between Maverick Street and the Rockport Town Line. Excluded from the review criteria are erosion and sediment controls (except for the Chickawaukie Lake watershed), groundwater impact (except within the drainage area of Rockland Harbor north of Maverick Street), soil suitability for construction, technical and financial capacity, street or road design and construction standards, assurances that the development will not adversely effect the natural environment, as well as, permission for the Planning Commission to hire outside consultants to assist them in reviewing site plan applications and passing the cost onto developers.

In addition, any new structures, additions, or changes in use, which are located in the Rockland Industrial Park, are exempt from review under Site Plan Ordinance. However, there are performance standards for noise and odor levels, surface and groundwater impact, lighting and landscaping, buffering and screening contained in Section 19-316 Zoning Ordinance as well as access management and interior circulation controls for uses within the commercial, business and industrial zones.

### **Subdivision Ordinance**

The present Land Subdivision Ordinance was adopted in 1976 as Chapter 16, Article of the City Code and has been amended through September 11, 1996. The Subdivision Ordinance contains good application submission requirements as well as good requirements for suitable soils, street design and construction standards and lighting and glare provisions. The water supply, solid waste disposal, financial capability, landscaping and screening, and stormwater management and groundwater impact (within the drainage area of Rockland Harbor north of Maverick Street) stipulations are adequate as are the access management and circulation or traffic movement controls and the requirement that a traffic study be undertaken for developments locating on that segment of Route One from Maverick Street to the Rockport Town Line. However, the ordinance lacks provisions for erosion and sedimentation controls (except for within the Chickawaukie watershed), ensuring technical capability, assurances that the subdivision will not adversely affect the natural environment. In addition, there are no provisions for allowing the Planning Commission to hire outside experts to assist them in reviewing proposed subdivision plans with the cost to be passed onto the subdivider.

Performance standards for noise and odor levels, surface and groundwater impact, landscaping, buffering and screening as well as access management and interior circulation controls within the commercial, business and industrial zones which also apply to subdivisions are contained in Section 19-316, Zoning Ordinance.

# Rockland

Map 6-1: Zoning

## Legend

□ Tax parcels    □ Water

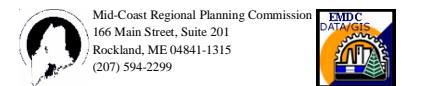
### Zoning Classifications

- Commercial C-1
- Commercial C-2
- Commercial C-3
- Downtown
- Neighborhood Commercial
- Plaza Commercial
- Business Park
- Industrial
- Transitional Business-1
- Transitional Business-2
- Transitional Business-3
- Transitional Business-4
- Residential A
- Residential AA
- Residential B
- Residential B-1
- Rural Residential
- Resort
- Waterfront
- Woodland/Wildlife

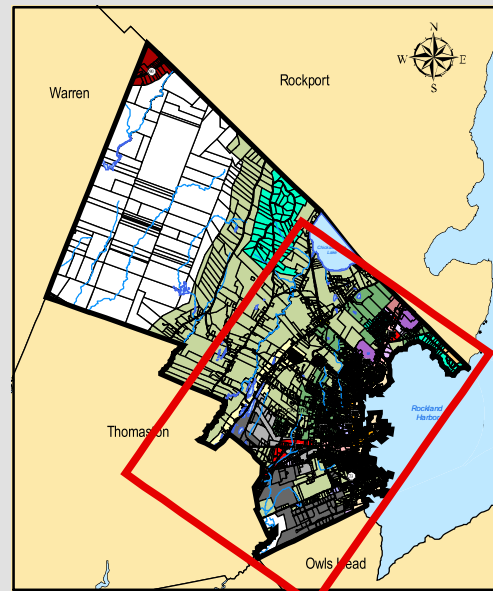


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Miles

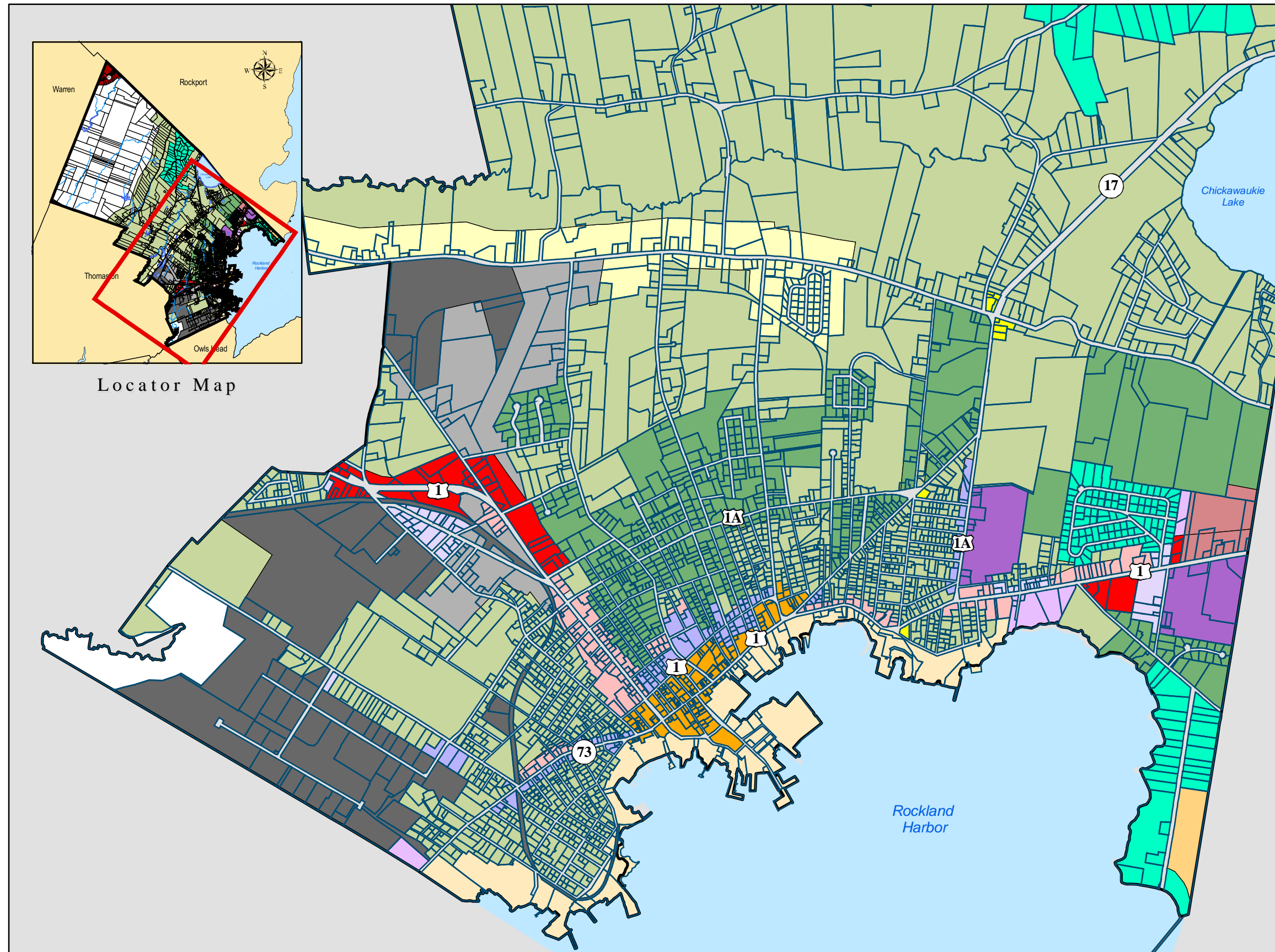
Sources: City of Rockland, Dufresne-Henry,  
Photo Science, Inc. and MEGIS  
Map revised: January, 2003



Prepared by the Eastern Maine Development Corporation



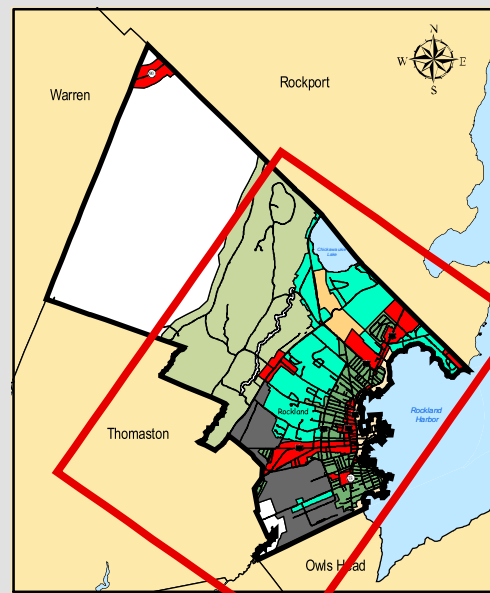
Locator Map



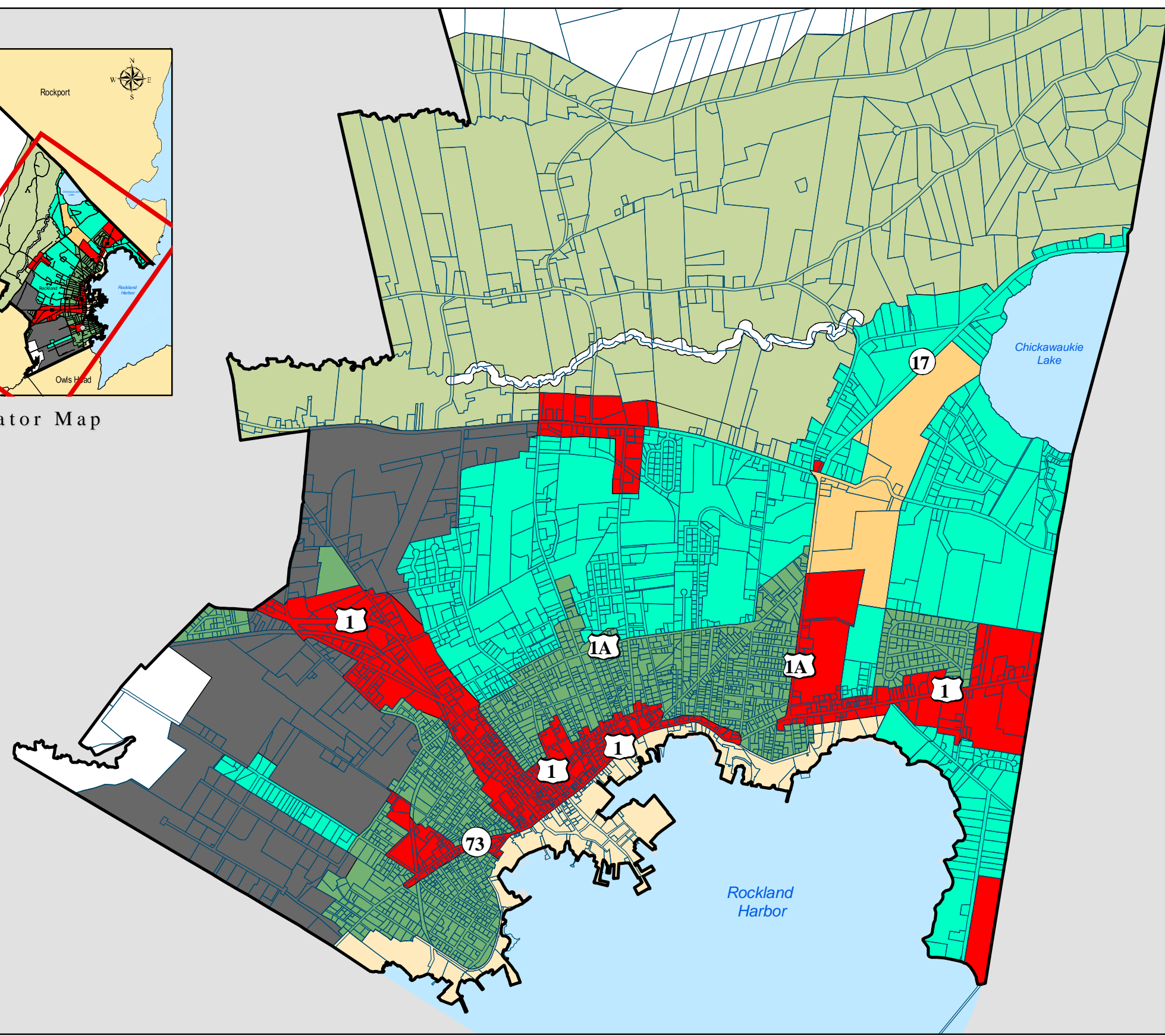


# Rockland

Map 6-2: General Land Use



Locator Map



## Legend

- Tax parcels
- Land Use Classifications**
  - Commercial Growth and Commercial Redevelopment Growth Areas
  - High Residential Density Growth
  - Industrial Growth and Industrial Development Growth Areas
  - Low Residential Density Growth
  - Medium Residential Density Growth
  - Recreation Public
  - Resource Protection
  - Water
  - Waterfront



0 0.25 0.5 Miles

Sources: City of Rockland, Photo Science Inc. and MEGIS  
Map revised: January, 2003



Prepared by the Eastern Maine Development Corporation

## Zoning Ordinance

The existing zones are summarized in the tables below. For the complete zone descriptions, refer to the ordinances themselves. Zone locations and boundaries are shown on Map 6-1: Zoning and Map 4-1 Shoreland Zoning. **See Chapter 13 Future Land Use for a description of goals, policies and strategies for recommended zoning amendments.**

### Residential Zone "A" Regulations

Purpose
Protect the existing density and character of residential development, as well as limited home based businesses, while providing an area of the community for similar development.
Standards
Minimum Lot Size: 10,000 square feet Minimum Street Frontage: 125 feet
Permitted Uses
One-family dwelling; Two-family dwelling; Accessory uses customarily incident to either of the above uses [with exceptions]
Conditional Uses
Bed and Breakfast lodging houses; Expansion of Existing Churches and Uses Accessory to Existing Churches; Expansion of Existing Funeral Homes and Uses Accessory to Existing Funeral Homes; Expansion of existing Golf Courses onto contiguous property; Discontinued public school buildings used for cultural and educational purposes and/or elderly assisted living housing of no more than 30 units
Prohibited Uses
Any use which is obnoxious, annoying, unsightly, detrimental to the character of the neighborhood, or offensive to a neighborhood by reason of odor, fumes, vapor, dust, smoke, gas, noise, or vibration; No person shall keep any fowl, sheep, goat, cattle or swine, and no person shall keep any dogs or rabbits for breeding or commercial purposes, on any premises in this zone
<i>This table is a summary of district regulations. Refer to the applicable ordinance for the complete text.</i>

### Residential Zone "AA" Regulations

Purpose
Protect the existing density and character of residential development, as well as limited home based businesses, while providing an area of the community for similar development.
Standards
Minimum Lot Size: 20,000 square feet Minimum Street Frontage: 125 feet
Permitted Uses
One-family dwelling; Accessory uses customarily incident to the above uses including private garages

## Land Use Patterns

<b>Prohibited Uses</b>
Any use which is obnoxious, annoying, unsightly, detrimental to the character of the neighborhood, or offensive to a neighborhood by reason of odor, fumes, dust, smoke, gas, noise or vibration; No person shall keep any fowl, sheep, goat, cattle, swine, horses, or other animal except domestic house pets, and no person shall keep any dogs or rabbits for breeding or commercial purposes, on any premises in this zone
<i>This table is a summary of district regulations. Refer to the applicable ordinance for the complete text.</i>

## Residential Zone "B" Regulations

<b>Purpose</b>
Protect the existing density and character of residential development, as well as limited lodging businesses, while providing an area of the community for similar development.
<b>Standards</b>
Minimum Lot Size: 6,400 square feet, 5,000 per unit for multi-family with exceptions Minimum Street Frontage: 80 feet, or 50 feet with exceptions
<b>Permitted Uses</b>
(a) One-family dwellings, two family dwellings, multiple dwellings; (b) Clubs, excepting those the chief activity of which is a service customarily carried on as a business; (c) Institutions of an educational or philanthropic nature; (d) Churches, convents; (e) Hospitals, sanitariums (not tubercular or mental), clinics; (f) Museums, art galleries, libraries, golf courses, parks, playgrounds not conducted for profit, municipal recreation use; (g) Nurseries or greenhouses, provided that no greenhouse heating plant shall be located within sixty (60) feet of any front lot line or within twenty-five (25) feet of any other lot line; also farming, truck gardening; (h) Accessory uses customarily incident to any of the above uses, including private garages, home professions and occupations; provided, however, that any such home profession or occupation shall be situated in the dwelling in which the proprietor of the business resides or in a building accessory thereto and located on the same lot.; (i) Any public utility building, if constructed to conform and harmonize with the buildings in this zone, provided further that the proposed use does not include a storage or service yard or repair shop, or outside storage of supplies.; (j) Trailer parks.
<b>Special Exceptions</b>
Boarding houses; Lodging houses; Hotels not involving the conduct of any business other than for the sole convenience of the guests thereof; Parking Lots.
<b>Prohibited Uses</b>
Any use which is obnoxious, annoying, unsightly, detrimental to the character of the neighborhood, or offensive to a neighborhood by reason of odor, fumes, vapor, dust, smoke, gas, noise or vibration
<i>This table is a summary of district regulations. Refer to the applicable ordinance for the complete text.</i>



## Land Use Patterns

### Elderly Residential Zone "B-1" Regulations

Purpose
Protect and provide for affordable elderly housing development.
Standards
Minimum Lot Size: 6,400 square feet Minimum Street Frontage: 80 feet, or 50 feet with exceptions
Uses
All uses in the Elderly Residential Zone "B-1" shall be governed by all restrictions and criteria presently governing residential zone "B"
<i>This table is a summary of district regulations. Refer to the applicable ordinance for the complete text.</i>

### Rural Residential 1 Zone "RR1" Regulations

Purpose
Protect sensitive natural resources and the rural nature of this area. Since this area is largely unsewered, nor is sewer extension likely in the near future, the area should allow residential uses and limited commercial activities, including only limited merchandizing. The area is presently mixed residential with some commercial. Outdoor storage and motor vehicle repair should be allowed with screening. Large lots should be retained to maintain the rural character of the area
Standards
Minimum Lot Size: 20,000 square feet (sewered); 43,560 square feet (unsewered) Minimum Street Frontage: 200 feet
Permitted Uses
Agriculture, including but not limited to: cattle, sheep, goats, swine, fowl, or horses kept for commercial or personal purposes; Bed and breakfast lodging houses; Churches; Funeral homes; Home occupations, all levels; Housing, cluster; Monument and stone works; Nurseries, greenhouses and landscaping businesses; Office buildings; Public utilities; Residential uses, single, two (2), and multifamily; Schools and day care centers; Service clubs and fraternal or veterans' organizations; Small engine repair; Social Service building, existing on 5/14/97, may be expanded up to 2,000 square feet in area; Tradesmen's offices, shops, and showrooms; Veterinarians; Accessory uses; Any use similar in character and impact to one (1) of the uses listed above is permitted; Commercial outdoor recreational uses (with site plan review).
Conditional Uses
Automobile Body Shop, new or expanded; Automobile Sales, Small-Scale Used, new or expanded; Automobile Repair businesses, new or expanded; Farm Equipment sales, new or expanded.
Prohibited Uses
Any use which is obnoxious, annoying, unsightly, detrimental, injurious or dangerous to the health, comfort, or property of individuals, or of the public, by reason of odor, fumes, vapor, dust, smoke, gas, noise, or vibration; Ammonia, bleaching powder, or chlorine

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manufacturing or refining, hydrochloric, nitric, picric, sulfuric, or sulphurous acid manufacture; Asphalt manufacture, heating, mixing, or refining, creosote manufacture; Blast furnace; melting or ore reduction or smelting; hot rolling mill; Cement, gypsum, or plaster of Paris manufacture or rock crushing; Dextrin, glucose, or starch manufacture; Dye, or match manufacture;  
Explosives or fireworks manufacture, or storage in excess of five hundred (500) pounds; Fat, grease, lard, or tallow manufacture, refining, or rendering; Fish rendering; Incineration, reduction, or dumping of dead animals, garbage, offal, or refuse; Linoleum or oilcloth manufacture, production or refining of petroleum or other inflammable liquids; Rubber manufacture, or treatment involving offensive odor; Slaughtering, or operation of stock yards; Tanning or curing of raw hides or skins; Tar distillation or manufacture, turpentine or varnish manufacture; Drive-up windows and drive-throughs; Any process similar in character to any of the uses specified above or those uses which have been declared a nuisance in any court record;

*This table is a summary of district regulations. Refer to the applicable ordinance for the complete text.*

### Transitional Business 1 Zone "TB1" Regulations

Purpose
Offer the opportunity for nonresidential uses while protecting adjoining residential neighborhoods and zones. Consequently, standards for these zones should encourage small-scale operations and uses that are compatible with residential uses. This Zone should be used as a buffer between residential areas and adjoining commercial or industrial zones.
Standards
Minimum Lot Size: 10,000 square feet (non-residential or mixed use); 7,500 square feet (residential use) Minimum Street Frontage: 100 feet
Permitted Uses
Art galleries; Bed and breakfast lodging houses; Business services; Community and civic buildings and uses; Churches; Elderly housing; Financial services; Funeral homes; All levels of home occupations; Human health services; Museums; Nursing homes; Office buildings; Parks and playgrounds; Personal services; Professional services; Publishing of newspapers, magazines, and books (excluding printing plants); Quasi-public uses; Single, two family and multifamily residential uses; Retail sales in space under 1,200 square feet; (The collective floor area of showroom, office, sales floor, storage, etc., used to conduct the sale of goods directly to the consumer); Schools and day care center; Social Services; Tradesmen's offices, shops and showrooms; Accessory uses; Any use similar in character and impact to one (1) of the uses listed above is permitted.
Prohibited Uses
Any use which is obnoxious, unsightly, annoying, dangerous, detrimental or injurious to the health, comfort, or property of individuals, or of the public, by reason of odor, fumes, vapor, dust, smoke, gas, noise, or vibration; Any use specifically named in Section 19-304 5 B (2); Outdoor sales or display
<i>This table is a summary of district regulations. Refer to the applicable ordinance for the</i>

*complete text.*

### Transitional Business 2 Zone "TB2" Regulations

Purpose
Offer the opportunity for non-residential uses while protecting the adjoining residential neighborhoods and zones. Consequently, standards for these zones should encourage small-scale operations and uses which are compatible with residential uses. This Zone should be used as a buffer between residential areas and adjoining commercial or industrial zones. Retail (except incidental sales) is not allowed in order to minimize additional traffic congestion and improve traffic safety, to protect the viability of Downtown, and to protect adjacent residential neighborhoods.
Standards
Minimum Lot Size: 10,000 square feet or 7,500 square feet for residential lots Minimum Street Frontage: 150 feet
Permitted Uses
Uses allowed in Transitional Business 1 Zone, excluding retail sales (except incidental sales); Any use similar in character and impact to one (1) of the uses listed above is permitted.
Conditional Uses
Existing automobile dealerships (including outdoor sales and display)
Prohibited Uses
Any use which is annoying, detrimental, obnoxious, unsightly, injurious or dangerous to the health, comfort, or property of individuals, or of the public, by reason of odor, fumes, vapor, dust, smoke, gas, noise, or vibration; Any use specifically named in Section 19-304 5 B (2); Outdoor sales or display; Drive-up windows and drive-throughs.
<i>This table is a summary of district regulations. Refer to the applicable ordinance for the complete text.</i>

### Transitional Business 3 Zone "TB3" Regulations

Purpose
Offer the opportunity for non-residential uses while protecting adjoining residential neighborhoods and zones. This Zone is different from the Transitional Business 2 Zone in that it is mostly made up of larger parcels which should be preserved to encourage planned development.
Standards
Minimum Lot Size: 10,000 square feet (single family); 43,560 square feet (all other allowed uses) Minimum Street Frontage: 150 feet
Permitted Uses
Art galleries; Churches; Congregate housing; Elderly housing; Funeral homes; Home occupations, all levels; Human health services; Libraries; Lodging facilities (hotels, motels and B&B's); Museums; Nurseries and greenhouses; Nursing homes; Office buildings;

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Professional offices; Public parks and playgrounds; Residential uses, single, two family and multifamily; Restaurants, sit down; Schools and day care centers; Accessory uses; Any use similar in character and impact to one (1) of those listed above; Commercial outdoor recreational uses (with site plan review).
<b>Prohibited Uses</b>
Any use which is annoying, dangerous, detrimental, injurious, obnoxious, or unsightly to the comfort, health or property of individuals, or of the public, by reason of dust, fumes, gas, noise, odor, smoke, vapor, or vibration; Any use specifically named in Section 19-304 5 B (2); Drive-up windows and drive-throughs.
<i>This table is a summary of district regulations. Refer to the applicable ordinance for the complete text.</i>

## Transitional Business 4 Zone “TB4” Regulations

<b>Purpose</b>
Offer the opportunity for non-residential uses while protecting adjoining residential neighborhoods and zones. This Zone is different from the Transitional Business 3 Zone in that it creates greater buffers between this zone and residential zones and imposes stricter requirements for development.
<b>Standards</b>
Minimum Lot Size: 10,000 square feet (single-family); 43,560 square feet (all other allowed uses) Minimum Street Frontage: 150 feet
<b>Permitted Uses</b>
Art galleries; Churches; Congregate housing; Elderly housing; Funeral homes; Home occupations, all levels; Human health services; Libraries; Lodging facilities (hotels, motels and B&B's); Museums; Nurseries and greenhouses; Nursing homes; Office buildings; Professional offices; Public parks and playgrounds; Residential uses, single, two family and multifamily; Restaurants; Schools and day care centers; Retail Sales; Tradesman’s offices, shops and showrooms; Financial services; Accessory uses; Any use similar in character and impact to one (1) of those listed above.
<b>Prohibited Uses</b>
Any use which is obnoxious, annoying, unsightly, detrimental, injurious or dangerous to the health, comfort, or property of individuals, or of the public, by reason of odor, fumes, vapor, dust, smoke, gas, noise, or vibration; Any use specifically named in Section 19-304 5 B (2); Restaurant drive-up windows and drive-throughs.
<i>This table is a summary of district regulations. Refer to the applicable ordinance for the complete text.</i>

## Resort Zone "RT" Regulations

<b>Purpose</b>
Offer the opportunity for resort and lodging uses while protecting adjoining residential neighborhoods and zones. Traffic issues through existing neighborhoods should be

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carefully considered.
<b>Standards</b>
Minimum Lot Size: 20,000 square feet (single-family); 43,560 square feet (all other allowed uses) Minimum Street Frontage: 150 feet
<b>Permitted Uses</b>
Hotels; Public and private parks, and golf courses; Residential uses, single family and cluster developments in accordance with Section 19-306; Restaurant, sit down, accessory to an allowed use; Accessory uses to any allowed use; Any use similar in character and impact to one (1) of those listed above.
<b>Prohibited Uses</b>
Any use which is annoying, dangerous, detrimental, injurious, obnoxious, or unsightly to the comfort, health, or property of individuals, or of the public, by reason of dust, fumes, gas, noise, odor, smoke, vapor, or vibration; Any use specifically named in Section 19-304 5 B (2); Drive-up windows and drive-throughs.
<i>This table is a summary of district regulations. Refer to the applicable ordinance for the complete text.</i>

## Commercial 1 Zone "C1" Regulations

<b>Purpose</b>
Accommodate general highway-oriented business uses on large parcels.
<b>Standards</b>
Minimum Lot Size: 30,000 square feet Minimum Street Frontage: 200 feet
<b>Permitted Uses</b>
New dwelling units [with exceptions]; Automobile sales and service (excluding motor vehicle body and motor vehicle repair except as incidental to licensed new and used motor vehicle sales); Business services; Churches; Community and civic buildings and uses for philanthropic reasons; Eating and drinking places; Financial services; Funeral homes; Human health services; Home occupations, all levels; Light industrial uses limited to that portion of the Commercial "C1" Zone along Route 1, Payne Avenue and Park Street, on lots adjacent to an existing railroad right of way; Lodging facilities; Newspaper and job printing; Office buildings; Outdoor storage and sales shall be permitted as an accessory use to uses permitted in this zone; Parking facilities, commercial; Personal services; Professional services; Quasi-public uses; Retail or wholesale businesses [with exceptions]; Schools and day care centers; Social services; Theaters and other places of entertainment and assembly; Trademen's offices, shops, and showrooms; Veterinaries; Accessory uses; Any use similar in character and impact to one (1) of the uses listed above is permitted; Commercial outdoor recreational uses (with site plan review).
<b>Prohibited Uses</b>
Any use which is annoying, dangerous, detrimental, injurious, obnoxious, or unsightly to the comfort, health, or property of individuals, or of the public, by reason of dust, fumes,

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gas, noise, odor, smoke, vapor, or vibration; No use that unduly increases the danger from fire or explosion, or is otherwise dangerous, or that produces or emits noxious gases, fumes, odors, dust, smoke, noise, vibration or otherwise which may constitute a nuisance shall be allowed until and unless the Zoning Board of Appeals after public hearing rules that such use under such conditions and in such buildings as it may prescribe will not be detrimental or injurious to the health, comfort or property of individuals, or of the public; Ammonia, bleaching powder, or chlorine manufacture or refining; hydrochloric, nitric, picric, sulfuric, or sulphurous acid manufacture; Asphalt manufacture, heating, mixing, or refining, creosote manufacture; Blast furnace; melting or ore reduction or smelting; hot rolling mill; Cement; gypsum, or plaster of Paris manufacturing or rock crushing; Dextrin, glucose, or starch manufacture; Dye, lamp black, or match manufacture; Explosive or fireworks manufacture, or storage in excess of five hundred (500) pounds; Fat, grease, lard, or tallow manufacture, refining, or rendering; Incineration, reduction, or dumping of dead animals, garbage, offal, or refuse; Linoleum or oilcloth manufacture, production or refining of petroleum or other inflammable liquids; Rubber manufacture, or treatment involving offensive odor; Slaughtering, or operation of stock yards; Tanning or curing of raw hides or skins; Tar distillation or manufacture, turpentine or varnish manufacture; Any process similar in character to any of the uses specified above or those uses which have been declared a nuisance in any court record.

*This table is a summary of district regulations. Refer to the applicable ordinance for the complete text.*

### Commercial 2 Zone "C2" Regulations

<b>Purpose</b>
Accommodate general business uses on smaller parcels that are increasingly pedestrian-oriented as the areas approach Downtown.
<b>Standards</b>
Minimum Lot Size: 21,780 sq.ft Minimum Street Frontage: 100 feet
<b>Permitted Uses</b>
Uses allowed in Commercial 1 Zone, excluding compartmentalized storage buildings and veterinaries; Commercial outdoor recreational uses (with site plan review).
<b>Prohibited Uses</b>
Any use which is annoying, dangerous, detrimental, injurious, obnoxious, or unsightly to the comfort, health, or property of individuals, or of the public, by reason of dust, fumes, gas, noise, odor, smoke, vapor, or vibration; Any use specifically named in Section 19-304-10-B (2).
<i>This table is a summary of district regulations. Refer to the applicable ordinance for the complete text.</i>

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### Commercial 3 Zone "C3" Regulations

Purpose
Accommodate general highway-oriented business uses on large parcels.
Standards
Minimum Lot Size: 43,560 square feet Minimum Street Frontage: 200 feet
Permitted Uses
Uses allowed in Commercial 1 Zone; Storage buildings, compartmentalized with individual cubicles less than four thousand (4000) cubic feet per cubicle; Boat storage facility; Motor vehicle repair; Construction Services, provided that there shall be no processing of raw materials on site nor shall there be stockpiling of products other than for retail sales; Automobile Service Stations; Any use similar in character and impact to one (1) of the uses listed in the C1 Zone is permitted.
Prohibited Uses
Any use which is annoying, dangerous, detrimental, injurious, obnoxious, or unsightly to the comfort, health, or property of individuals, or of the public, by reason of dust, fumes, gas, noise, odor, smoke, vapor, or vibrations; Any use specifically named in Section 19-304-10 B (2).
<i>This table is a summary of district regulations. Refer to the applicable ordinance for the complete text.</i>

### Plaza Commercial Zone "PC" Regulations

Purpose
Accommodate commercial centers for highway-oriented businesses.
Standards
Minimum Lot Size: 87,120 square feet Minimum Street Frontage: 300 feet
Permitted Uses
Business services; Financial services; Human health services; Lodging facilities; Motor vehicle service stations (excluding motor vehicle body work and major engine repair); Movie theaters and other places of entertainment; Office buildings; Personal services; Professional services; Restaurants; Retail and/or auxiliary wholesale business, any generally recognized; Social services; Accessory uses; Any use similar in character and impact to one (1) of the above uses is permitted.
Prohibited Uses
Any use which is annoying, dangerous, detrimental, injurious, obnoxious, or unsightly to the comfort, health, or property of individuals, or of the public, by reason of dust, fumes, gas, noise, odor, smoke, vapor, or vibration; Any use specifically named in Section 19-304-9-B (2); Outdoor sales or display, except as an accessory use; Motor vehicle sales.
<i>This table is a summary of district regulations. Refer to the applicable ordinance for the complete text.</i>

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### Downtown Zone "DT" Regulations

<b>Purpose</b>
Preserve and promote a compact, historic commercial district to serve as the retail, office, institutional, financial, governmental, and cultural center of the community. This Zone should include mixed uses that are compatible with existing uses and architectural scale.
<b>Standards</b>
Minimum Lot Size: N/A Minimum Street Frontage: N/A
<b>Permitted Uses</b>
Congregate and other residential uses [with exceptions]; Business services; Churches; Community and civic buildings and uses; Eating and drinking places; Financial services; Home occupations, all levels of; Human health services; Light assembly; Lodging facilities: hotels, motels, bed & breakfasts; Newspaper and job printing; Office buildings; Parking facilities, commercial; Parks and playgrounds; Personal services; Professional services; Quasi-public uses; Research and development; Retail or wholesale business, any generally recognized; Schools and day care centers; Social Services; Studios; Theaters, museums, art galleries and other places of entertainment and assembly; Tradesmen's or craftsman's offices, shops, and showrooms; Accessory uses; Any use similar in character and impact to one (1) of the uses listed above.
<b>Prohibited Uses</b>
Any use which is annoying, dangerous, detrimental, obnoxious, or unsightly to the comfort, health, or property of individuals, or of the public, by reason of dust, fumes, gas, noise, odor, smoke, vapor, or vibration; Any use specifically named in Section 19-304 (9)(B)(2); Outdoor sales or display, except as an accessory use; Motor vehicle sales.
<i>This table is a summary of district regulations. Refer to the applicable ordinance for the complete text.</i>

### Neighborhood Commercial Zone "NC" Regulations

<b>Purpose</b>
Provide for the day-to-day or convenience needs of adjoining residential neighborhoods. This Zone should be located adjacent to established or proposed residential areas and should be fairly small with a few uses depending on the size of the adjoining neighborhood or neighborhoods to be served.
<b>Standards</b>
Minimum Lot Size: 10,000 square feet or lot of record as of (date of adoption of Article) Minimum Street Frontage: 100 feet
<b>Permitted Uses</b>
Home occupations, all levels of; Motor vehicle service stations, including gasoline and lubrication services, but excluding automobile repair and body work; Personal services; Residential uses, single, two-family and multi-family; Restaurants; Neighborhood retail establishments; Accessory uses; Any use similar in character and impact to one (1) of the above uses.
<b>Prohibited Uses</b>



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Any use which is annoying, dangerous, detrimental, injurious, obnoxious, or unsightly to the comfort, health, or property of individuals, or of the public, by reason of dust, fumes, gas, noise, odor, smoke, vapor, or vibration; Any use specifically named in Section 19-304-9-B(2); Outdoor sales or display, except as an accessory use; Drive-up windows and drive-throughs.

*This table is a summary of district regulations. Refer to the applicable ordinance for the complete text.*

### Business Park Zone "BP" Regulations

<b>Purpose</b>
Promote the development of business parks which are often composed of a mix of light industrial, wholesale trade, distribution, and service uses which are designed, constructed, and maintained to be compatible in appearance, and operation with professional offices and office complexes. Such uses should be developed within centers that are planned as units. Because of land use mix, standards are required to assure compatibility.
<b>Standards</b>
Minimum Lot Size: 43,560 square feet Minimum Street Frontage: 200 feet (public street); 100 feet (internal private road)
<b>Permitted Uses</b>
Bulk plants for the storage of petroleum, or grain products; Business services; Community and civic buildings and uses that can coexist compatibly with other allowed uses; Construction services; Distribution businesses; Financial services; Light industrial uses; Living quarters used by watchmen or custodians for protection within the zone; Office buildings; Personal services, accessory to and located in a structure housing an allowed use; Professional services; Quasi-public uses that can coexist compatibly with other allowed uses; Research and development facilities; Retail trade accessory to an allowed use; Restaurants, accessory to and located in a structure housing an allowed use (provided that there shall be no drive-up window or drive-throughs); Storage of boats in the traditional "winter cover" manner in ground cradles and structures for the storage of incidentals such as riggings, masts, stays, spars, rope, line and sails; Storage buildings, compartmentalized with individual cubicles less than four thousand (4,000) cubic feet per cubicle; Theaters and other places of entertainment and assembly; Transportation facilities; Warehousing; Wholesale business; Accessory uses; Any use similar in character and impact to one (1) of the uses permitted in this Section.
<b>Prohibited Uses</b>
Any use which is annoying, dangerous, detrimental, injurious, obnoxious, or unsightly to the comfort, health, or property of individuals, or of the public, by reason of dust, fumes, gas, noise, odor, smoke, vapor, or vibration; No use that unduly increases the danger from fire or explosion, or is otherwise dangerous, or that produces and emits noxious gases, fumes, odors, dust, smoke, noise, vibration or otherwise which may constitute a nuisance shall be allowed until and unless the Zoning Board of Appeals after public hearing rules that such use under such conditions and in such buildings as it may prescribe will not be detrimental or injurious to the health, comfort or property of individuals, or of the public; New dwelling, except as provided for in section (h) above; Ammonia, bleaching powder, or chlorine manufacture or refining; hydrochloric, nitric, picric, sulfuric, or sulphurous acid

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manufacture; Asphalt manufacture, heating, mixing, or refining, creosote manufacture; Blast furnaces; melting or ore reduction or smelting; hot rolling mill; Cement; gypsum, or plaster of Paris manufacture or rock crushing; Dextrin, glucose, or starch manufacture; Dye, or match manufacture; Explosives or fireworks manufacture, or storage in excess of five hundred (500) pounds; Fat, grease, lard, or tallow manufacture, refining, or rendering; Fish rendering; Incineration, reduction, or dumping of dead animals, garbage, offal, or refuse; Linoleum or oilcloth manufacture, production or refining of petroleum or other inflammable liquids; Rubber manufacture, or treatment involving offensive odor; Slaughtering, or operation of stock yards; Tanning or curing of raw hides or skins; Tar distillation or manufacture, turpentine or varnish manufacture; Any process similar in character to any of the uses specified above or those uses which have been declared a nuisance in any court of record.

*This table is a summary of district regulations. Refer to the applicable ordinance for the complete text.*

### Industrial Zone "I" Regulations

Purpose
Permit a variety of industrial developments that are compatible with other residential and non-residential uses in neighboring areas of the City and to permit more than principal use or structure on any lot in the Industrial Zone, notwithstanding the definition of a lot as set forth in Section 19-302.
Standards
Minimum Lot Size: 43,560 sq.ft Minimum Street Frontage: 200 feet (public street); 100 feet (internal private road)
Permitted Uses
Automobile body shops; Banks; Community and civic buildings and uses for philanthropic reasons; Construction services; Distribution businesses; Living quarters used by watchmen or custodians for protection within the zone; Manufacturing, compounding, processing, packing, treatment, or warehousing of goods and products [with exceptions]; Offices accessory to an allowed industrial use or directly or indirectly connected with the manufacture or marketing of products which are created or traded in the zone; Quasi-public uses; Restaurants, accessory to and located in a structure housing an allowed use, provided that there shall be no drive-up windows or drive-throughs; Restaurant, take out only, provided that there shall be no drive-up windows or drive throughs; Research and development facilities; Retail trade accessory to an allowed industrial use and restricted to those products manufactured on-site; Storage of boats in the traditional "winter cover" manner in ground cradles and structures for the storage of incidentals such as riggings, masts, stays, spars, rope, line and sails; Storage buildings, compartmentalized with individual cubicles less than four thousand (4,000) cubic feet per cubicle; Transportation facilities; Wholesale business, any generally recognized; Accessory uses; and more than one permitted principal use or structure on any lot in the Industrial Zone, notwithstanding the definition of a lot as set forth in Section 19-302. The provisions of Chapter 19, § 19-308, subparagraph 5B(2) allowing the separate sale of principal structures without each lot conforming to frontage or dimension requirements are not applicable under this subsection; Any use similar in character and impact to one (1) of the uses listed above.

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<b>Prohibited Uses</b>
Any use which is annoying, dangerous, detrimental, injurious, obnoxious, or unsightly to the comfort, health, or property of individuals, or of the public, be reason of dust, fumes, gas, noise, odor, smoke, vapor, or vibration; Any use prohibited in Section 19-304-15-B-(2).
<i>This table is a summary of district regulations. Refer to the applicable ordinance for the complete text.</i>

### Woodland and Wildlife Zone "G" Regulations

<b>Purpose</b>
Protect environmentally sensitive natural resource areas from inappropriate development that may have a negative impact on the rural character of this zone.
<b>Standards</b>
Minimum Lot Size: N/A Minimum Street Frontage: N/A
<b>Permitted Uses</b>
Planting, pruning and harvesting forest trees; Enjoyment of outdoor recreational activities such as authorized hunting, fishing, hiking, bird-watching, snowmobiling, skating, skiing, snowshoeing and the like.
<b>Prohibited Uses</b>
Construction of roads other than simple logging roads; Construction of dwellings or farm buildings, industrial or commercial buildings; Operation of motorcycles, motorized bicycles, mini-cars, automobiles or other wheeled motor vehicles, except trucks used in harvesting trees and emergency vehicles; Raising any domestic animals or poultry.
<i>This table is a summary of district regulations. Refer to the applicable ordinance for the complete text.</i>

### Recreational Zone "R" Regulations

<b>Purpose</b>
Support and enhance various recreational opportunities for residents and visitors.
<b>Standards</b>
Minimum Lot Size: N/A Minimum Street Frontage: N/A
<b>Permitted Uses</b>
Parks and picnic areas; nature walks, and bird sanctuaries; Swimming, or bathing; or ice skating areas; Pleasure boat landings or launching ramps, including sales of gasoline and oil for pleasure boats only; Athletic fields, either public or private, golf courses; Camping areas, provided they are supervised and policed; Amusement parks, animal farms or zoos for enjoyment of the public. Admission fees to be reasonable to provide for upkeep and amortization of investment of owner; Places selling cooked food and refreshments to users of the recreational area. Provision for either take-out or seated food consumption allowed, limited to a seating capacity of not over fifty (50) persons. Regular commercial restaurants

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and places serving alcoholic beverages shall be excluded from this zone; Dwellings: Only for the use of a caretaker or operator of one of the allowed uses of Section 19-304(8)(A). Height and area regulations shall comply with those in Section 19 304(5)(B) and (C); Any use similar in character to one of the uses permitted in Section 19-304(8)(A), but not including any use specifically named in Sections 19-304 (9)(A) and (8).
<b>Prohibited Uses</b>
Any use which is obnoxious, annoying, unsightly, detrimental to the character of the neighborhood, or offensive to a neighborhood by reason of odor, fumes, vapor, dust, smoke, gas, noise, or vibration is prohibited.
<i>This table is a summary of district regulations. Refer to the applicable ordinance for the complete text.</i>

## Waterfront Zone Regulations

<b>Purpose</b>
Further the maintenance of safe and healthful conditions; prevent and control water pollution; control building sites, placement of structures and land use; visual as well as actual points of access to coastal waters.
The Waterfront Zone contains the following subzones:
<p style="text-align: center;"><b>Waterfront Subzone "WF-1"</b></p> <p>Primarily a marine dependent zone. Any use of this zone must have a direct or indirect need for proximity or access to the water.</p> <p><u>Permitted Uses:</u> Commercial fishing; Excursion boats and the services incident to them, such as ticket booths, etc.; Marinas; Public and private wharves; Parks and recreation; Educational institutions and facilities; Boatyards; Restaurants; Marine dependent commercial uses; Marine dependent industrial uses; Accessory uses to those permitted.</p> <p><u>Prohibited Uses:</u> Any use which is obnoxious or offensive by reason of odor, fumes, vapor, dust, smoke, gas, noise, or vibration is prohibited.</p>
<p style="text-align: center;"><b>Waterfront Subzone "WF-2"</b></p> <p>Primarily a commercial area with limited multi-family uses only in a mixed-use development.</p> <p><u>Permitted Uses:</u> Retail trade and service activities; Public recreational uses or private water dependent recreational uses; Professional and general offices; Parks; Public utilities that are essential; Excursion boats and the services incident to them, such as ticket booths, etc.; Marinas; Public and private wharves and boat launching facilities; Light commercial fishing operations including docking and offloading of fishing boats (lobsters, shrimp, scallops, mussels, etc.) of 65 feet in length or less; Restaurants; Mixed-use residential; Hotels and Motels; Accessory uses to those permitted.</p>

Prohibited Uses:

Any use which is obnoxious or offensive by reason of odor, fumes, vapor, dust, smoke, gas, noise, or vibration is prohibited.

**Waterfront Subzone "WF-3"**

Primarily a commercial and maritime area.

Permitted Uses:

Restaurants; Public recreational uses or private water dependent recreational uses; Public utilities - essential; Excursion boats and the services incident to them, such as ticket booths, etc.; Marinas; Public and private wharves and boat launching facilities; Aquaculture; Hotels and Motels; Fuel tankers which are water dependent; Accessory uses to those permitted including attending laboratories as support functions, quality control, quality assurance, research and development applications; Ship's chandlery; Marine dependent commercial uses; Marine dependent or marine related industrial uses.

Prohibited Uses:

Any use which is obnoxious or offensive by reason of odor, fumes, vapor, dust, smoke, gas, noise, or vibration is prohibited.

**Waterfront Subzone "WF-3a"**

Primarily a commercial/industrial and maritime area.

Permitted Uses:

Any use permitted in Residential Zone "B", except dwellings; any use permitted in Commercial Zones "C1" and "DT", except dwellings; any use permitted in Waterfront Subzone "WF-3"; manufacturing, processing or storage of fish or other food, goods, supplies and equipment, except as prohibited by Section 19-304 (9) (B) hereof; Blacksmith shop; Bottling works; Carting, express or hauling; Wood and lumber yards; Ice manufacturing or storage; laundries; Machine shops; Repair shops; Sawmill or planing mill; Stone yards or monumental works; Storage yards; Terminal facilities and freight houses for railroad and truck lines and shipping; Warehouses and similar storage buildings.

Prohibited Uses:

Any use which is obnoxious or offensive by reason of odor, fumes, vapor, dust, smoke, gas, noise, or vibration is prohibited.

**Waterfront Subzone "WF-4"**

Primarily a commercial in nature, with limited multi-family uses only in a mixed-use development.

Permitted Uses:

Retail trade and service activities; Public recreational uses or private water dependent uses; Professional and general offices; Parks; Public utilities that are essential; Excursion boats and the services incidental to them, such as ticket booths, etc.; Marinas; Public or private wharves and boat launching facilities; Light commercial fishing operations; Restaurants; Shipyards; Ship's chandlery; Hotels and motels; Mixed-use residential; Accessory uses to those permitted; Marine dependent uses.

## Land Use Patterns

<p><u><i>Prohibited Uses:</i></u></p> <p>Any use which is obnoxious or offensive by reason of odor, fumes, vapor, dust, smoke, gas, noise or vibration is prohibited.</p>
<p style="text-align: center;"><b>Waterfront Subzone "WF-5"</b></p> <p>The first 125 feet from the high water mark in this area is proposed to be a Resource Protection Area in which all non-essential development is prohibited. This area is subject to wave action and fits the resource protection criteria of the State of Maine Resource Protection Zone.</p> <p><u><i>Permitted Uses:</i></u></p> <p>Recreational which does not require structures; Piers, docks and wharves that are temporary; Public utilities; Recreational uses requiring minimal structural development; Aquaculture.</p> <p><u><i>Prohibited Uses:</i></u></p> <p>Any use which is obnoxious or offensive by reason of odor, fumes, vapor, dust, smoke, gas, noise, or vibration is prohibited.</p>
<p style="text-align: center;"><b>Waterfront Subzone "WF-6"</b></p> <p>Primarily a commercial zone.</p> <p><u><i>Permitted Uses:</i></u></p> <p>Any use permitted in zones A, B, or D, except that new dwelling units are allowed where at least seventy-five percent (75%) of the street level floor space shall be used primarily for those uses set forth as follows:</p> <p>Office buildings; retail or wholesale services and trades; auto accessory shops; bakeries; banks; dressmaking and millinery shops; filling stations; garages; laundries; newspaper and job printing; parking lots; personal service shops such as barber shops, beauty parlors, valets, shoe shine, tailor shops, etc.; public buildings; public utility buildings; restaurants; sales and showrooms; theater and other places of amusement and assembly; tradesmen's offices and showrooms, such as plumbers electricians, decorators; undertaking establishments; storage of boats in the traditional "winter cover" manner on ground cradles and structures for storage of incidentals such as riggings, masts, stays, spars, ropes, lines and sails; Any use similar in character to one of the uses permitted.</p> <p>Any use of an aesthetic nature such as those set forth as follows: Art galleries, artists studios and residential units related to artists; bakeries; bookstores; flower shops: hotels and motels; parks and recreations; public buildings; restaurants; silversmith and goldsmith shops; and use similar in character to one of the uses permitted.</p> <p><u><i>Prohibited Uses:</i></u></p> <p>Any use which is obnoxious or offensive by reason of odor, fumes, vapor, dust, smoke, gas, noise, or vibration is prohibited.</p> <p><i>This table is a summary. Refer to the applicable ordinance for the complete text.</i></p>

## Shoreland Zoning Ordinance

<b>Purpose</b>
----------------

To further the maintenance of safe and healthful conditions; to prevent and control water pollution; to protect fish spawning grounds, aquatic life, bird and other wildlife habitat; to protect buildings and lands from flooding and accelerated erosion; to protect archaeological and historic resources; to protect commercial fishing and maritime industries; to protect freshwater and coastal wetlands; to control building sites, placement of structures and land use; to conserve shore cover, and visual as well as actual points of access to inland and coastal waters; to conserve natural beauty and open space; and to anticipate and respond to the impacts of development in shoreland areas.

### Shoreland Districts

#### Resource Protection District

The Resource Protection District includes areas in which development would adversely affect water quality, productive habitat, biological ecosystems, or scenic and natural values. This district shall include the following areas when they occur within the limits of the shoreland zone, exclusive of the Stream Protection District, except that areas which are currently developed and areas which meet the criteria for the Limited Commercial, General Development, or Commercial Fisheries/Maritime Activities Districts need not be included within the Resource Protection District.

1. Areas within 250 feet, horizontal distance, of the upland edge of freshwater wetlands, salt marshes and salt meadows, and wetlands associated with great ponds and rivers, which are rated "moderate" or "high" value by the Maine Department of Inland Fisheries and Wildlife (MDIF&W) as of January 1, 1973.
2. Flood plains along rivers and flood plains along artificially formed great ponds along rivers, defined by the 100 year flood plain as designated on the Federal Emergency Management Agency's (FEMA) Flood Insurance Rate Maps or Flood Hazard Boundary Maps, or the flood of record, or in the absence of these, by soil types identified as recent flood plain soils. This district shall also include 100 year flood plains adjacent to tidal waters as shown on FEMA's Flood Insurance Rate Maps or Flood Hazard Boundary Maps.
3. Areas of two or more contiguous acres with sustained slopes of 20% or greater.
4. Areas of two (2) or more contiguous acres supporting wetland vegetation and hydric soils, which are not part of a freshwater or coastal wetland as defined, and which are not surficially connected to a water body during normal spring high water.
5. Land areas along rivers subject to severe bank erosion, undercutting, or river bed movement and lands adjacent to tidal waters which are subject to severe erosion or mass movement, such as steep coastal bluffs.

#### Limited Residential District

The Limited Residential District includes those areas suitable for residential and recreational development. It includes areas other than those in the Resource Protection District, or Stream Protection District, and areas which are used less intensively than those in the Limited Commercial District, the General Development District, or the Commercial Fisheries/Maritime Activities District.

#### Limited Commercial District

The Limited Commercial District includes areas of mixed, light commercial and residential uses, exclusive of the Stream Protection District, which should not be

## Land Use Patterns

developed as intensively as the General Development District. This district includes areas of two or more contiguous acres in size devoted to a mix of residential and low intensity business and commercial uses. Industrial uses are prohibited.

### General Development District

As per Maine DEP-City of Rockland agreement, waterfront subzones, described in applicable table above, cover the General District, including uses and standards.

### Commercial Fisheries/Maritime Activities District

The Commercial Fisheries/Maritime Activities District includes areas where the existing predominant pattern of development is consistent with the allowed uses for this district as indicated in the Table of Land Uses, Section 14, and other areas which are suitable for functionally water-dependent uses, taking into consideration such factors as:

1. Shelter from prevailing winds and waves;
2. Slope of the land within 250 feet, horizontal distance, of the normal high-water line;
3. Depth of the water within 150 feet, horizontal distance, of the shoreline;
4. Available support facilities including utilities and transportation facilities; and
5. Compatibility with adjacent upland uses.

### Stream Protection District

The Stream Protection District includes all land area within seventy-five (75) feet, horizontal distance, of the normal high-water line of a stream, exclusive of those areas within two-hundred and fifty (250) feet, horizontal distance, of the normal high-water line of a great pond, river or saltwater body, or within two hundred and fifty (250) feet, horizontal distance, of the upland edge of a freshwater body or coastal wetland. Where a stream and its associated shoreland area is located within two hundred and fifty (250) feet, horizontal distance, of the above water bodies or wetlands, that land area shall be regulated under the terms of the shoreland district associated with that water body or wetland.

*This table is a summary. Refer to the applicable ordinance for the complete text.*

The City of Rockland has chosen to be a participating community in the National Flood Insurance Program. Within flood zones, all development shall be designed or modified and adequately anchored to prevent flotation (excluding piers and docks), collapse or lateral movement of the development resulting from hydrodynamic and hydrostatic loads, and shall use construction materials that are resistant to flood damage.

## Floodplain Management Zones

Purpose
To identify areas of the City subject to periodic flooding and adopt land use and control measures to reduce future losses.
Zone A
Zone A is the flood insurance rate zone that corresponds to the 100-year floodplains that are determined in the Flood Insurance Study by approximate methods. Because detailed hydraulic analyses are not performed for such areas, no base flood elevations or depths are shown within this zone.



*Residential Development Standards:*

For new construction or substantial improvement of any residential structure, the lowest floor (including basement) shall be elevated to at least one foot above the base flood elevation.

*Non-Residential Development Standards:*

New construction or substantial improvement of any non-residential structure shall have the lowest floor (including basement) elevated to at least one foot above the base flood elevation, or, together with attendant utility and sanitary facilities meet the floodproofing standards of Article VI.G.1. of the Ordinance. (See Zone AE “Non-Residential Development Standards” below)

*Manufactured Homes:*

New or substantially improved manufactured homes shall be elevated on a permanent foundation such that the lowest floor is at least one foot above the base flood elevation.

*Accessory Structures:*

As permitted, see ordinance.

*Wharves, Piers and Docks:*

New construction or substantial improvement of wharves, piers, and docks are permitted in and over water and seaward of the mean high tide if they comply with all applicable local, state, and federal regulations and, if they involve fill, they adhere to the design and construction standards contained in the U.S. Army Corps of Engineers’ *Shore Protection Manual*.

**Zone AE**

Zone AE is the flood insurance rate zone that corresponds to the 100-year floodplains that are determined in the Flood Insurance Study by detailed methods. In most instances, whole-foot base flood elevations derived from the detailed hydraulic analyses are shown at selected intervals within this zone.

*Residential Development Standards*

For new construction or substantial improvement of any residential structure, the lowest floor (including basement) shall be elevated to at least one foot above the base flood elevation.

*Non-Residential Development Standards:*

New construction or substantial improvement of any non-residential structure shall have the lowest floor (including basement) elevated to at least one foot above the base flood elevation, or together with attendant utility and sanitary facilities shall be floodproofed to at least one foot above the base flood elevation, have structural components capable of resisting hydrostatic and hydrodynamic loads and the effects of buoyancy, and be certified by certified by a registered professional engineer or architect.

*Manufactured Homes:*

New or substantially improved manufactured homes shall be elevated on a permanent foundation such that the lowest floor is at least one foot above the base flood elevation, and

shall be securely anchored to an adequately anchored foundation system.

Accessory Structures:

As permitted, see ordinance.

Wharves, Piers and Docks:

New construction or substantial improvement of wharves, piers, and docks are permitted in and over water and seaward of the mean high tide if they comply with all applicable local, state, and federal regulations and, if they involve fill, they adhere to the design and construction standards contained in the U.S. Army Corps of Engineers' *Shore Protection Manual*.

**Zone VE**

Zone VE is the flood insurance rate zone that corresponds to the 100-year coastal floodplains that have additional hazards associated with storm waves. Whole-foot base flood elevations derived from the detailed hydraulic analyses are shown at selected intervals within this zone.

Residential, Non-Residential, and Manufactured Home Development Standards:

Shall meet the requirements of Article VI.P. of the Ordinance which state that all new construction or substantial improvement of any structure be elevated on posts or columns, have the space below the lowest floor free of obstructions, constructed with open wood lattice-work, or constructed with non-supporting breakaway walls and also require that a registered professional engineer or architect develop or review the structural design, specifications, and plans for the construction and certify that they are in accordance with accepted standards of practice.

Accessory Structures:

As permitted, see ordinance.

Wharves, Piers and Docks:

New construction or substantial improvement of wharves, piers, and docks are permitted in and over water and seaward of the mean high tide if they comply with all applicable local, state, and federal regulations and, if they involve fill, they adhere to the design and construction standards contained in the U.S. Army Corps of Engineers' *Shore Protection Manual*.

*Refer to the Rockland Floodplain Management Ordinance for the complete text.*

**Chickawaukie Watershed Regulation**

<b>Purpose</b>
To provide for orderly development in the Chickawaukie Lake watershed for the health, safety and welfare of the people of Rockland. Rockland recognizes the need to protect the water quality of Chickawaukie Lake, therefore land uses within the watershed to the maximum extent possible shall assure no sediment or dissolved nutrient shall enter, pollute or degrade the water quality of the lake thereby retaining its suitability for water supply and recreational purposes.
<b>Standards</b>

Minimum Lot Size: N/A

Minimum Street Frontage: N/A

Erosion and Sediment Control Plan required of all development.

*This table is a summary. Refer to the applicable regulation for the complete text.*

## RESIDENTIAL LAND USE PATTERNS

### Historical Land Use Pattern

Rockland's residential land use pattern reflects the original development of the City's major economic activities, many of which were located along the waterfront. Agriculture, although of decreasing importance as other activities took over from farming, kept a scattering of dwellings and their associated barns and other outbuildings distributed over much of Rockland west of Broadway until relatively recent times. The early residential neighborhoods developed close to the waterfront so that people could easily walk, ride or drive horses to their place of business, ship or fishing boat, at one of the manufacturing plants, fish processing plants, shipyards or limekilns. These neighborhoods were often divided along strict social and economic lines. This is reflected by the ornate and spacious architecture in the vicinity of Limerock Street, Broadway and Talbot Avenue owned by merchants, traders, and businessmen and by the more modest and well-kept worker and supervisor's homes in the North End and South End and the tenements along Park Street. Although economic dividing lines are more blurred today, this neighborhood residential land use pattern remains mostly intact in the older built up area of the City.

With the advent of public transportation, particularly the local street railway system, people no longer needed to live within walking distance of work. The trolleys allowed relatively convenient travel to locations as varied as the Maine Central Wharf at the South End, the quarries along Old County Road, and downtown, in addition to connecting lines which ran to Camden, Thomaston, Warren, and Crescent Beach. Much of Rockland's residential development between the 1890s and the 1920s expanded outward along major streets, following the accessibility made possible by the streetcars. As in much of Maine, residential development was severely restricted by the Great Depression of the 1930s, which also saw the failure of the local electric railway network.

The growing popularity of the automobile after World War I, and the automobile's even greater availability after World War II, allowed people to move further out into the undeveloped area between Broadway and Old County Road, into the area between Old County Road and Chickawaukie Lake, and on Dodge Mountain to lay out subdivisions and to build single family homes on former forest, open space, or farm lands.

With the decline of the traditional industries and the urge to live in the country, there were often not enough persons of means who were either willing or who could afford the upkeep of the stately older homes. As a result, many of them were subdivided into apartments or slid into disrepair. However, the 1990s witnessed the redevelopment of many of the City's older neighborhoods as economic conditions improved. Some dwellings, which had been converted into apartments, were restored to their former single family status. Other multi-family housing was rehabilitated, sometimes with the aid of government assistance programs, and new subsidized housing was constructed in various areas of the

City. These social and economic trends have helped to shape Rockland's current residential land use pattern.

### **Residential Areas**

Residential land use is concentrated in the five areas as described below and as shown on the City of Rockland General Land Use Map.

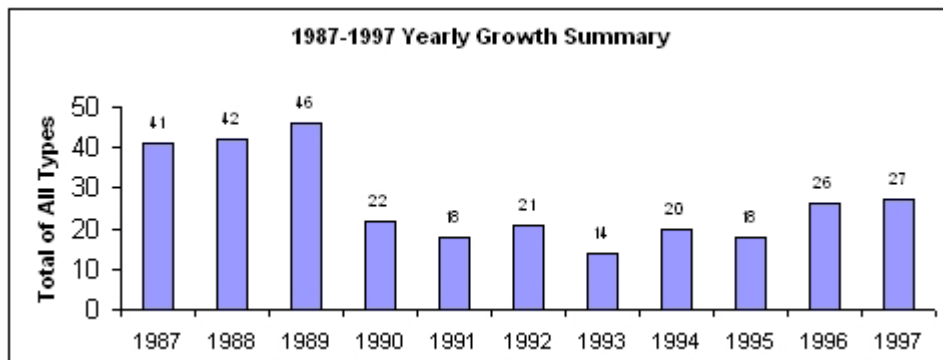
- Residential development on land South of Park Street and east of Broadway is fairly homogeneous. It is a high density area consisting primarily of two story single family homes interspersed with two-to four-unit dwellings on mostly smaller lots with some situated on medium size lots. The Downtown and waterfront areas are accessible by sidewalks, which makes it convenient for persons who lack an automobile or who prefer to walk. There is considerable commercial activity and a vocational high school located along Main Street. West of Broadway, lots are generally slightly larger, with some industrial and public uses, including both elementary and middle schools and the City garage and City Hall, located within the residential areas. Park Street east of Broadway has some residences among a large number of commercial land uses, while west of Broadway consists of housing for the elderly and a major concentration of mobile homes.
- Residential development in the built up core area between Park Street and Maverick Street extending west from Union and Main and Front Streets to Old County Road along Limerock Street, Talbot Avenue, and Rankin Street, is at medium to high density with a diverse residential make up. The section between Broadway and Union Street, which is one of the older neighborhoods in the City, encompasses the Rockland Historic District. It is a high-density area with two story single family homes, two unit dwellings, converted apartment dwellings, and multiple family and elderly housing, most on small lots. Also the Downtown commercial and waterfront area and the Hannaford shopping area are accessible by sidewalk. An elementary school and high school are located on Broadway. Most of Rockland's houses of worship are located in this area. The land west of Broadway towards Old County Road is more recently developed and includes several larger parcels. Subdivisions, subsidized housing and elderly housing developments have been constructed in this neighborhood in recent years.
- Residential development in the immediate vicinity of Maverick and Camden Streets has been severely affected by the increased commercial activity and traffic on those streets. Many of these properties, located on small lots, have been converted to commercial uses during the late 1990s. The subdivision at Pen Bay Acres and individual houses along Waldo Avenue and Samoset Road at the north end of the harbor are medium density areas and consist of newer one story single family homes on medium size lots as well as the attached condominium units at Jameson Point.
- Residential development within the Chickawaukie Lake Watershed along Route 17 and Old County Road consists of subdivisions with medium size lots, larger parcels of land, individual single family homes, and converted lakeside cottages. Non-residential uses include a golf course, swimming beach and a church, as well as a few small commercial uses.
- The large section between Old County Road and the vicinity of Bog Road including West Meadow Road and along Route 17 is primarily a low density residential area consisting of larger undeveloped parcels and single family homes on large size lots. There is a partially developed residential subdivision on Dodge Mountain.

## Land Use Patterns

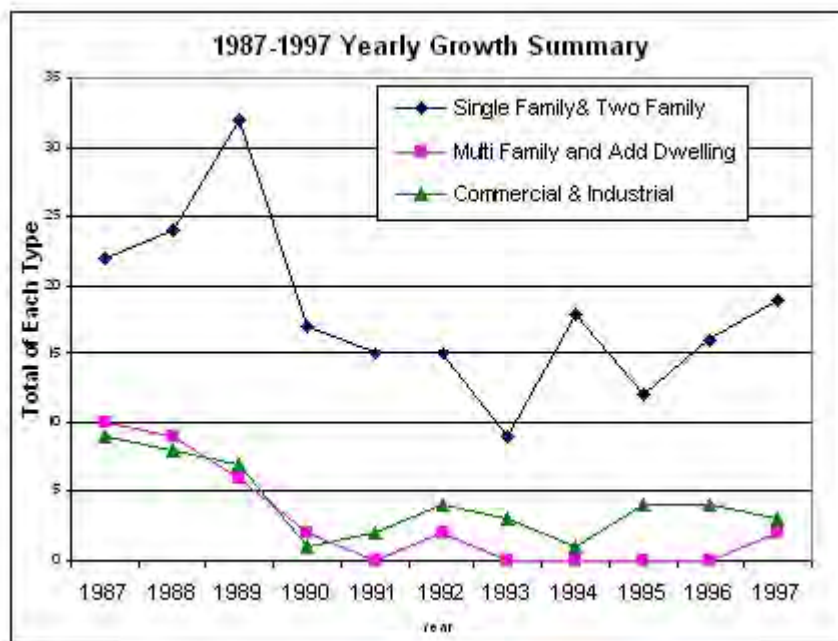
In summary, the City's overall residential land use pattern can be viewed like bicycle spokes which fan out from the close knit urban center or core to the lower density outer edge where the spokes are farther apart. Within New England and along Maine's coast this is a common land use pattern.

**Table 6-1 and Chart 6-1**  
**1987-1997 Ten Year Growth by Year<sup>1</sup>**

Use	Total	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997
Add Dwelling	23	8	6	6	1		2					
Commercial	33	4	5	7	1	2	3	3	1	2	3	2
Industrial	13	5	3				1			2	1	1
Multi-Family	8	2	3		1							2
Other	19		1	1	2	1		2	1	2	6	3
Single Family	194	20	22	32	16	15	15	9	18	12	16	19
Two Family	5	2	2		1							



<sup>1</sup> This table and the other tabular information in this section were researched from the building permit files and developed by the City of Rockland Code Enforcement Office



## RESIDENTIAL DEVELOPMENT TREND

### Residential Growth

As shown on Table 6-1 and Chart 6-1 *1987-1997 Ten Year Growth by Year* residential growth in the City peaked in 1989 and has remained fairly level through 1997. This can be partially explained by the end of the 1980s housing boom and the 1990-91 recession. Residential growth has been predominantly single family housing in the more recently developed areas of the City. These areas include Pen Bay Acres and Schooner Drive in the north end of the City off Camden Street; the area between Broadway and Old County Road in the eastern central part of the City; land situated within the western central part of the City including the Chickawaukie Lake watershed and the area between Lake Avenue and along Route 17; Dodge Mountain in the same approximate vicinity; and the large central section of the City between Old County Road and Bog Road. Some newer residential development has also taken place along Thomaston Street and along upper Pleasant Street. Small subdivisions have also been developed on the east side of Old County Road near Rankin Street and west of Oliver Street. Habitat for Humanity has constructed single family homes in the small residential area between Pleasant Street and New County Road. Rockland's only mobile home park is located in the older area of the City between Park and Pleasant Streets and Payne Avenue.

In summary, residential growth has tended to expand outward from established neighborhoods, with occasional subdivisions or other developments being established in open land on larger parcels of land. With the increase in highway traffic and the commercial development that has tended to locate along major highways, recent residential growth has been located away from these major routes.

### Issues And Implications

- (1) Residential development appears to have leap frogged from Broadway west to Old County Road, Chickawaukie Lake, Dodge Mountain, and the Bog Road leaving large undeveloped parcels in between. However, the presence of deep, water filled abandoned limerock quarries along Old County Road and the odors originating from the quarries now being filled with waste materials tend to discourage residential development near Old County Road, particularly to the northeast

of the Transfer Station. Should the City adopt an infill land use development policy based upon density and the availability of public services?

- (2) The inventory and analysis has identified several affordable neighborhoods within the City. Should the centerpiece of the City's housing policy be the preservation of affordable neighborhoods for owners and renters?

## COMMERCIAL LAND USE PATTERNS

Rockland's commercial uses are discussed in detail in Chapter Two of this Plan. Most of the commercial activities are located along principal automotive arteries including Route 90, in the downtown area, and along the waterfront. Rockland has experienced a change in commercial activities from the more traditional commercial and industrial uses to more service-oriented businesses. This trend mirrors changes that have taken place within the state as well as nationally. Even though the types of businesses have changed, the commercial activity continues to take place largely in areas already used for such activities. With the possible exception of portions of Old County Road, and Route 90, commercial growth is likely to continue as re-development of existing commercial properties as opposed to expansion of commercially available land.

### Issues And Implications

- (1) The changes in the retail mix of downtown have tended to replace stores carrying "everyday" items in favor of specialty shops catering more to tourists and others with more discretionary income than most of Rockland's working citizens. Would the City wish to encourage the location, in downtown or adjacent to established residential neighborhoods, grocery, hardware and other stores catering largely to local needs? Could, or should, a Tax Increment Financing (TIF) program be established to encourage such retail establishments?
- (2) Tax Increment Financing of major developments became a hot political issue in Rockland during 2000. Should the City continue to offer TIFs to selected corporations? Can existing businesses without TIFs, serving the same markets, continue to compete with those businesses receiving TIFs? Can the City attract additional corporations that will be willing and able to create employment, contribute to the local economy, and pay their full share of the tax base?
- (3) As the regional economy becomes more tourist-oriented, Rockland has seen increased interest in its harbor and waterfront. Some commercial uses, no longer needing waterfront locations, have relocated to new sites away from the harbor. Can, or should, the City offer incentives to other commercial establishments to relocate within the City, thereby creating the possibility of attracting development that can take better advantage of waterfront locations?
- (4) Given the interest of large mass retailers in locating in or near Rockland, can/should the City encourage more large retailers by creating zones to accommodate their needs? Can standards be imposed to direct site development to be scaled, buffered, and architecturally compatible with adjacent neighborhoods?

## **INDUSTRIAL LAND USE PATTERNS**

Rockland's industrial development preceded the coming of railroads and was heavily concentrated on the limerock industry, which involved quarries, mostly along Old County Road, and kilns located along the waterfront from Crockett's Point northerly to the North End. The Lime Rock Railroad and a branch of the Maine Central Railroad eventually served the lime industry, thereby taking much of the limerock transportation off the local streets. Some fish processing plants and other industries were served directly by the railroads, with others being dependent on the team tracks and freight house located adjacent to the passenger station on Union Street. The only active industrial use related to the vanished limerock industry involves the transfer of cement from railroad cars loaded at the Dragon Cement plant in Thomaston to barges at a site in the South End formerly occupied by a fish processing plant.

Shipyards were, of course, also located on the waterfront, with much activity being centered in the South End. At present, two shipyards continue to operate in Rockland, one in the South End and one in the North End. Marinas and boat yards, serving both commercial fisherman and yachts, are located around Crockett's Point and in the North End.

Fish processing plants were located at various sites along the waterfront, with major concentrations on Crockett's Point and in the South End. More recently, some were located within the industrial park. All have now ceased operation and some sites are being redeveloped, including an office building on Crockett's Point and a site, which burned in the South End being a part of the MBNA property. FMC BioPolymer, formerly Marine Colloids, processes seaweeds from around the world at its plant on Crockett's Point. It is Rockland's second largest industrial employer.

A variety of industries are located within and near the industrial park on Thomaston Street and in the industrial and office park zones east of Old County Road. The industrial park is now fully developed. A steel fabrication plant and a marine construction firm are located near the waterfront in the North End. A recently vacated industrial plant located on Crockett's Point is now the location of diverse uses. Despite changes in the regional economy, Rockland has managed to retain a significant industrial base.

### **Issues And Implications**

- (1) There remain a number of former industrial plants with no current activities. Should the City assist in the redevelopment of these sites?
- (2) Some industrial activities no longer require locations on the waterfront. Should the City assist in the relocation of these industries to other industrially or office park zoned land in the City?
- (3) The most prominent reminders of the limerock industry are the quarries along Old County Road and the few remaining kilns along the waterfront in the North End. Can the City find new uses for the abandoned quarries? Should the City encourage the preservation of any remaining kilns as part of the City's history?
- (4) The industrial park is nearly full. Only small parcels remain vacant. Should the City develop vacant land near the Transfer Station and land between Pleasant Street and outer Thomaston Street for a new industrial or office park?

## **TRANSPORTATION, COMMUNICATION AND UTILITIES**

Rockland's transportation system is highway based. However, there are important links with marine transportation in the Maine State Ferry Terminal, which serves the islands of North Haven, Vinalhaven and Matinicus. These ferries carry both vehicles and passengers, including bicyclists wishing to explore



the islands. The transfer facility for cement, from rail to barge, in the South End, is another important link with the sea. Wood harvested from Maine islands has also been brought ashore at a wharf in the North End, served by barges and tugs. The Maine Department of Transportation has plans to improve the Rockland Branch of the former Maine Central Railroad in order to connect passengers on trains with proposed high-speed ferries. It is likely that this marine terminal will be located in the South End, easily served by existing, state-owned tracks. Depending on the design chosen, this same facility could serve as an additional transfer facility for freight between rail and sea. Rockland has infrequent rail freight service, other than the shuttle of cement cars between Thomaston and the South End pier. There has been no scheduled passenger rail service since 1959.

Rockland remains a hub of highway transportation, being directly on U. S. Route One and at the eastern end of Route 17, which runs to and beyond Augusta. Route 73 extends south to Owls Head, South Thomaston and St. George. Within the City, Route 1-A on Broadway, Birch and Maverick Streets, diverts some through traffic away from the downtown. Within the downtown, Main and Union Streets form a one-way pair, separated by one block. The linking streets are also one-way. Further west, Old County Road, which intersects Route 1 in Thomaston and rejoins it in Rockport, increasingly serves as an additional bypass around downtown.

Plans of the Maine DOT to widen portions of Route 1 in Warren have met with considerable opposition from adjacent landowners and other groups trying to retain a more rural atmosphere along this major route. Among the options to continued widening of that part of Route 1 are re-designating Route 90, which runs between Route 1 in Warren and Route 1 in Rockport, as Route 1, thereby diverting more through traffic around Rockland. Route 90 runs through a small portion of Rockland separated from most of the City by the Oyster River Bog. There is some commercial development along the highway, including the portion within Rockland.

Rockland has no airport, though it once had limited aviation facilities on the site of the new middle school near Thomaston Street. For a short time, before World War II, there was also seaplane service based near the present Public Landing. Regional aviation needs are served by the Knox County Airport, a former World War II facility located in Owls Head, just minutes away from downtown Rockland.

Rockland is served by buses on the coastal route of Concord Trailways between Brunswick and Bangor. The Maine State Ferry Terminal serves as their local bus terminal. Coastal Trans provides transportation primarily for the elderly to regional destinations and within Rockland. There has been only limited scheduled service in recent years. Rockland also has locally-based taxis. A limousine service operates between the Mid-Coast and the Portland Jetport on both a scheduled and "for hire" basis.

Rockland has experienced the growth of wireless communication and has towers on some of its higher hills. Electricity and telephone are universally available throughout the developed areas of the City. There is an electric substation located near outer Park Street. Water, provided by Consumers Maine Water Company, is available throughout most of the City from around Route 17 near Chickawaukie Lake to the Owls Head town line, except for most areas west of Old County Road. Public sanitary sewers serve most of the built up areas from Old County Road east. Public water and sewer are not available along Route 90 in Rockland.

## Issues And Implications

- (1) Availability of public utilities, especially water and sewer, are strong determinants of where and when development occurs. Does the City wish to encourage development in suitable areas west of Old County Road by extending sewers to them? Should the City require developers to share in the off-site costs of installing utilities to serve their developments? Would the City benefit from the extension of utilities, other than electricity and telephone, to its part of Route 90?

## **Land Use Patterns**

- (2) Traffic congestion is an inevitable part of our near total dependence on highway transportation. Can Rockland reduce the negative effects of such congestion on both its commercial/industrial activities and its residential areas? Would increased local public transportation be part of the improvement? Would the City be willing to subsidize some of the operating costs of such a system?
- (3) There are practical limits to expansion of parking adjacent to the downtown. Would parking structures be part of the solution? How would these be paid for? Can better use be made of existing private and public parking lots?
- (4) Rockland stands to benefit from the re-establishment of passenger rail service on the Rockland Branch and from its connection with ferries to various coastal destinations. Would the City be interested in commuter rail service linking the City with Brunswick and other destinations? Can additional inter-regional bus services, to such locations as Bangor, Augusta, Brunswick and Portland, be added in coordination with commuter rail services (probably limited to peak-hour trains)?
- (5) Can Route One accommodate significant increases in traffic without serious detriment to nearby land uses? What are the practical limits to expansion of this highway? Would Rockland be better off with more diversion of through traffic around the City?
- (6) The popularity of wireless communications has increased demand for communication towers. Should these be regulated in terms of height and numbers of towers? Should a specific site be designated for such use? Should towers be regulated to accommodate multiple users?

## **RECREATION**

Rockland has extensive undeveloped land in the Oyster River Bog, a commodious and well-protected harbor and a nicely developed swimming beach on Chickawaukie Lake. Public trailer boat access to the water is provided at the lake and at Snow Marine Park in the South End. Additional water access, though without a launching ramp, is provided at the Public Landing. The City also owns an undeveloped 43-acre parcel on Dodge Mountain between the Bog Road and West Meadow Road. Thus, the Rockland resident seeking individual outdoor recreation has a number of choices within the City.

Those seeking sports have, in addition to facilities associated with the schools, a ball field located on Old County Road and playground and ball field at Snow Marine Park in the South End. Since the conversion of the tennis courts to bus parking areas at the high school, there have been no public tennis courts in the City. Use of indoor courts at the Samoset Resort and private indoor courts located close to the intersection of Routes 90 and 17 in West Rockport is available through memberships. In 2000, the City Council voted to take \$100,000 from surplus to construct four tennis courts and two basketball courts on land at Rockland District High School. A public playground for small children, next to the Recreation Center on Limerock Street, sees heavy use, as does the Center. There are small playgrounds in older residential neighborhoods, often the site of long-ago elementary schools. A park gives access to the Rockland Breakwater, one of the City's primary outdoor attractions. There are other small parks scattered throughout the City, but most would not be suitable for active recreation.

## **Issues And Implications**

- (1) Rockland has only limited year-round recreational facilities, other than those located at schools. Has the time come to consider major expansion or replacement of the Recreation Center? Does the City wish to have an indoor swimming pool? If so, how could this be achieved? The nearby towns of Camden and Rockport have built new YMCA facilities. Will Rockland remain attractive

to future employers without similar public or private recreational facilities? Could Rockland work with Thomaston and/or Owls Head to create such facilities?

- (2) Some neighborhoods still have no playgrounds for small children. Would the City consider purchasing and developing such playgrounds?
- (3) The City has no large, general-purpose park. City land atop Dodge Mountain would not answer this need as it is too difficult to provide access and it is too far from most residential neighborhoods. Could a park be developed on land adjacent to the ball field on Old County Road? Should land for such a park be purchased closer to the City's main concentrations of population?
- (4) There are some improvements needed to the City's harborfront recreational facilities. These are discussed in Chapter 4, Marine Resources.

## CIVIC AND INSTITUTIONAL USES

Rockland's City Hall is located on outer Pleasant Street, somewhat removed from downtown and many of its residential neighborhoods. However, the building is relatively modern and has space to accommodate the City's needs for the foreseeable future.

The Public Works garage is nearby. Over the years, the types of and numbers of equipment have changed, and the garage may soon be inadequate. The transfer station is located off Limerock Street near its intersection with Old County Road. The Public Safety building, which houses both the Fire and Police, is located at the intersection of Broadway and Park Street. There is a need to either expand or build a structure to house the Police Department. Located at the intersection of Limerock and Union Streets is the Recreation Center. Recently, there has been discussion regarding a new facility. Other municipal facilities include the recently expanded Public Library, the Wastewater Treatment Plant, the Rockland Yacht Club, and the Fish Pier. Issues pertaining to City Facilities are discussed in detail in Chapter 10 of this Plan. In addition to buildings, Rockland owns a number of parks, open space land, and ball fields. These are discussed in detail in Chapter 9 of this Plan.

School Administrative District No. 5, headquartered in Rockland, serves Rockland and the nearby towns of Owls Head and South Thomaston. Rockland has two elementary schools, one middle school, a special educational facility, a high school, and the Region 8 Vocational Center. The schools are well located with respect to the students they serve, with most being along Broadway. However, few students now walk to and from schools.

As a County Seat, Rockland is the location of the Knox County Courthouse, Registry of Deeds and Jail. The courthouse and registry are on Union Street, next to downtown. The jail is on outer Park Street. The State has a presence in Rockland as well with the Maine State Ferry Service, Department of Human Services, the Department of Labor Career Center, the Department of Marine Resources, and the Department of Transportation-District 5 Headquarters. Federal services located in Rockland include: the United States Post Office, the Coast Guard Station, the United States Custom Office, the United States Department of Commerce National Oceanic and Atmospheric Administration and National Marine Fisheries Offices, and the Social Security Administration, and United States Marine Corps Recruiting Office.

Rockland is also the location of a number of social service agencies and a wide variety of houses of worship serving regional needs. Most churches and the one synagogue are located within older residential neighborhoods. However, two churches have recently been constructed in more suburban locations, one on Limerock Street and one on Route 17 near Chickawaukie Lake. The situation of social service agencies is similar to the churches, with most being fairly close to downtown, but the State Department of Human Services has a major building on Old County Road. Most cemeteries are located near Old County Road, close to the original settlements in what is now Rockland.

Rockland is the location of the Farnsworth Art Museum, which has recently completed a major expansion of its facilities, primarily on Main and Union Streets in downtown.

### **Issues And Implications**

- (1) Rockland, as a regional service center, has a concentration of State, Federal and regional social service agencies in excess of what would be required by its population size. While these provide some additional employment, the issue of tax-exempt property remains unsatisfactory to some taxpayers. Will the State share more of this burden in the future?
- (2) The location of public facilities beyond convenient walking distance of many residential neighborhoods somewhat reduces public access to these facilities. However, many serve a regional, rather than local, population. Could improved public transportation reduce this problem?

## **AGRICULTURAL AND FORESTRY**

Agriculture has long since ceased to be important in Rockland's economic base. The last remnants of agricultural land have either been developed as subdivisions, as occurred with the former sheep pastures on Dodge Mountain, or have gradually reverted to scrub and woodlands. Some land is still mowed for hay, but animals are no longer pastured anywhere in the City. The City hosts a seasonal farmers' market on the Public Landing, where local agricultural products are sold.

Forestry remains a small part of Rockland's economic mix, with occasional harvesting of wood products in the Oyster River Bog. The City owns about 700 acres in the Bog, all of which is in conservation easements to the Oyster River Bog Association. These lands will not be developed for other than woodland and wildlife uses, but there is no organized forestry management on them. That part of the Bog within the City is zoned in the Woodland/Wildlife "G" Zone, as are the salt marshes adjacent to the Wesaweskeag River near the Thomaston town line. The numerous landowners within the Bog and the lack of accurate surveys make any attempt at organized forest management difficult. However, the area serves as habitat for wildlife and a resource for such outdoor activities as hunting, hiking, and snowmobiling.

### **Issues And Implications**

- (1) The nearest commercial agricultural activities are in Thomaston, Warren, and Rockport, including vegetable farming, raising of animals and commercial greenhouses primarily catering to the residential market. Although Rockland is located on soils suitable for agriculture, it seems unlikely that agriculture will be a significant part of Rockland's future. Agriculture is discussed in Chapter 3, Natural Resources.
- (2) The Oyster River Bog constitutes the largest area, which will be protected from future development. Most of the land in the Bog is not suitable for agriculture or even low-density residential development due to soil wetness, numerous watercourses and distances from roads. The City, through its zoning and granting of conservation easements, has already taken steps to preserve the Bog. Would the City benefit from forest management activities on its land? Would greater public access to the Bog be a benefit or risk to the natural resources within it? The Bog is discussed in Chapter 3, Natural Resources.

## MINING ACTIVITIES

Rockland, once known as “The Lime City,” has only the reminders of its once flourishing limerock quarries. These abandoned quarries are mostly located close to Old County Road and extend into Thomaston, where Dragon Cement still mines limerock for its cement manufacturing and for aggregate. A water-filled quarry between Maverick and Cedar Streets provides a nearby water view for the residential property, which includes much of the land around the quarry. Some have been used for waste disposal, either formally or informally. The steep sides and deep-water depths in the unfilled quarries are significant safety hazards.

### Issues And Implications

- (1) Old County Road is carrying increased traffic. Can this road be modified without either relocating it away from the quarries or filling in portions of the quarries to widen the highway?
- (2) Does the City wish to retain some portion of the old quarries as a reminder of its industrial history? Could they be redeveloped for other uses? Further discussion of the quarries is in Chapter 3, Natural Resources.

## UNDEVELOPED LAND

Most of Rockland’s undeveloped land, other than that in the Woodland/Wildlife “G” Zone, is either underused former agricultural land, as in the valley of Meadow Brook, or is located near land uses which do not encourage nearby development. The latter include lands near the Transfer Station and adjacent to the abandoned quarries. Other land is vacant due to underlying conditions such as ledge, poor drainage or wetlands. This includes land west of the Industrial Park and north of Thomaston Street and land bounded by Thomaston and Lovejoy Streets and the railroad. Much of the land near the crests of Benner Hill and Dodge Mountain is also vacant, but would be difficult to develop for other than low-density recreational uses due to lack of access over the steep hillsides.

Within Rockland’s more developed neighborhoods, scattered vacant lots are found. However, many of these were once developed and may be again, depending upon ownership and the wishes of the owners. Some large areas of vacant land lie east of the wetlands draining to the Wesaweskeag River and west of the athletic fields, between Thomaston Street on the south and the railroad and Pleasant Street on the north.

### Issues And Implications

- (1) Some of the City’s most easily developed vacant land lies in the valley of Meadow Brook. While any development in this area would have to avoid encroaching on the flood plains of the brook, the moderate slopes and reasonable access to West Meadow and Old County Roads make this potentially desirable for residential development. Densities would depend on the level of public utilities available. Does the City wish to encourage higher density development by extending sewers to this valley?
- (2) Vacant land along the ridges of Benner Hill and Dodge Mountain seems most suitable for low-density recreation. Does the City wish to develop some of this land as part of its park system?
- (3) Land between the Transfer Station and the Knox County Jail, although having good access from nearby roads and lying within easy reach of utilities has not yet been developed. Could more landscaping and screening of the Transfer Station encourage development of this nearby land?

## Land Use Patterns

Would it be suitable for office or industrial uses where any odors and noise from the Transfer Station could be eliminated by air conditioning or would be masked by on-site industrial processes? Could landscaping around any new development visually screen the razor wire enclosing the jail?

- (4) Well-drained land north of Thomaston Street, diagonally across from the industrial park, would be suited for either industrial or office park use. Unless the City is successful in extending the industrial park into the adjoining Town of Owls Head, there seems to be little additional land for future industrial or office park uses. Does the City wish to create another industrial or office park? Can additional activities be accommodated in the existing industrial park without negatively affecting existing tenants of the park and its immediate neighbors?
- (5) Land on Thomaston and Lovejoy Streets, bounded on the third side by the railroad, was partially filled. This aggravated flooding in the southern part of the Lindsey Brook drainage. Could removal and reshaping of this fill, along with landscaping, increase floodwater storage and also create a usable local park? A similar situation exists on filled land between Maverick and Cedar Streets, on the northerly drainage of Lindsey Brook. This land was for sale in 2000. Such parkland would retain the open space between the golf course on Maverick Street and the athletic fields surrounding the High School. Could this also create a floodwater storage area and neighborhood park/playground?

**City of Rockland  
2002 Comprehensive Plan**

**Chapter 7**

**HOUSING**

**State Goal:**

To encourage and promote affordable, decent housing opportunities for all Maine citizens.

**Purpose**

The purpose of this section is to ensure that the City of Rockland's land use policies and ordinances encourage the siting and construction of affordable housing within the community and comply with the requirements of 30-A MRSA, Section 4358, pertaining to individual mobile home and mobile home park siting and design requirements. Further, the Growth Management Act states, *"the municipality shall seek to achieve a level of 10% of new residential development, based on a 5-year historical average of residential development in the municipality, meeting the definition of affordable housing. Municipalities are encouraged to seek creative approaches to assist in the development of affordable housing, including, but not limited to, cluster zoning, reducing minimum lot and frontage sizes, increasing densities, and use of municipally owned land."*

**Background**

Rockland's housing can best be understood as part of Maine's housing. While its characteristics reflect local history and economic trends, it has been influenced by many of the same trends affecting housing throughout Maine. The **State of Maine's Housing 1999**, prepared by the Maine State Housing Authority, from which the following quotations are taken, provides good background from which to examine Rockland's housing situation.

"In the hot spots – Portland, York County, the mid-coast from Ellsworth to Rockland – the housing market has returned to the fever-pitch experienced in the 1980s."

"There is the success story of homeownership. Maine continues to be one of the leaders in the nation in this area, with three out of four households owning their own home. This is particularly noteworthy in that the state's leadership continued even though income growth in Maine in this decade has been much slower than elsewhere in the country. Part of the credit goes to frugal Maine consumers who have turned to lower-cost manufactured housing as an ownership option. Part of the credit goes to the state's financial institutions, which have designed mortgage instruments that now extend credit to people with smaller down payments and lower incomes."

"There is the story of people with special needs in Maine, people who may have a mental illness, may be disabled, may be homeless, or who may have a substance abuse addiction. Their housing needs are not simply met by more production of standard homes or apartments. They need special kinds of housing, housing which combines shelter with services. The supply continues to trail the need. The lack of progress explains why, in the last five years, as the economy in Maine has improved for the majority, homelessness has simultaneously increased by 22%."

## **Housing**

“Few states have such a diverse housing stock. Few have higher energy costs. Only a few have a housing stock that is older. For these reasons, as well as the historic low incomes of Maine families, housing maintenance and rehabilitation remain ongoing problems. The affordability picture varies. In parts of Maine it is possible to get a fine home for as little as \$50,000. Unfortunately, these are the same parts of Maine where it is hardest to find a job. Where jobs are increasing, housing costs are escalating even faster. Some southern Maine towns are now experiencing a growth boom that exceeds the peak of the 1980s. With the boom come \$200,000 homes and \$1,000 a month rents. Few jobs pay enough to support these costs. In southern and coastal Maine, the affordability crisis, which lay dormant through the early 1990s, is back with a vengeance.”

“An emerging story is the frail elderly with special needs. The population over 85 is growing faster in Maine than any other state in New England. For the frail elderly with ample income, the private market is responding with vigor. Over two thousand retirement units are either on the ground or in development. But they cost, on average, over \$1,500 a month. For the rest – frail elderly of moderate or low incomes – progress is slower. Maine needs to create an affordable alternative for its elders who are not well off.”

“Maine has one of the oldest housing stocks in the nation, creating a serious problem with substandard housing. The data shows that 26,000 low-income Maine households live in units which have no attic or ceiling insulation, or which are trailers built before national standards were instituted (pre-1976), or which are overcrowded. Substandard conditions are most prevalent in rural areas, where landlords lack the rental revenue to maintain and repair their buildings, and where renters and owners lack the income to pay for essential repairs.”

“Though rental costs are low in many parts of Maine, the combination of low incomes and high heating and maintenance costs make Maine the most expensive state in the nation for low-income renters, according to a Massachusetts nonprofit group. Its energy costs rank sixth in the nation in terms of burden for low-income families. The affordability crisis has not gone away for the poorest of Maine’s families who rent.”

## **Inventory and Analysis**

As is clearly set forth above, affordable housing is one of the most critical issues facing Maine today. No longer are those who traditionally have been social service recipients the only ones to need housing assistance. Today affordable housing is a need for a diverse population including young families and the elderly, low and moderate-income households, individuals, and businesses. In addition, affordable housing is most often misunderstood, triggering conflicting feelings about individual property rights versus the need for social equity. Much of the regional affordable housing is located within Rockland. However, with regional and national economic success, high priced housing in other markets, retirees moving to the region, and a number of other factors, the value of housing has increased significantly in both Rockland and the region.

## **Current Zoning as Related to Housing**

Although much of Rockland’s housing pre-dates the enactment of zoning ordinances, those ordinances now in effect control the placement and types of housing which can be constructed or converted within the City.



## **Housing**

The Rockland Zoning Ordinance governs the siting and standards of new housing stock in the City. There are nineteen (19) out of twenty (20) zone districts (not including overlay districts) in the City that allow for some form of housing. The Woodland and Wildlife District, is the only district that does not allow for any housing. All Residential and Transitional Business zone districts allow for certain types of housing. Residences of caretakers, security personnel, or maintenance staff of commercial, industrial, or commercial facilities, are permitted in the Business Park, Industrial, and Recreational zone districts. The Waterfront is subdivided into seven zoning sub-districts, two of the sub-districts allow for multifamily housing. The Elderly Residential District allows only multi-unit elderly housing.

New residential housing in the Commercial and Downtown zones are allowed if at least 75% of the street level floor space is used for any business purpose permitted in the district.

Modular homes are viewed the same as any other one family dwelling according to Rockland ordinances. Mobile homes built after 1976 and meeting HUD standards are allowed in most zone districts where one-family dwellings are permitted. Mobile homes built prior to 1976 are only allowed in mobile home parks, the Residential “B” District is the only zone district that allows for mobile home parks. A significant portion of the residentially zoned property in Rockland is zoned Residential “B”. Mobile homes of any type are specifically prohibited in the following zone districts: Residential “AA”, Residential “B-1”, Waterfront zone districts, Commercial zone districts, Recreation, and Woodland & Wildlife (no housing).

Clustered housing subdivisions and similar conservation efforts are encouraged in non-core growth areas. Clustering allows a developer to reduce the lot size of lots proposed within a development or subdivision and to increase the overall dwelling density and the potential return on investment in subdivision infrastructure. The undeveloped acreage is required to be retained as permanent open or conservation space. Clustering often can be used to establish undeveloped recreational areas for residents of the subdivision. The smaller individual house lots, and reduced lengths of roads necessary to serve the lots, often saves the sub-divider and the City infrastructure costs.

### **Housing Stock**

Maine's housing stock reflects the state's history and the uniqueness of its culture and independent character of its people. Maine has a higher proportion (35%) of the housing stock that was built prior to 1940 than any other state. According to the 2000 Census information forty percent (40%) of Knox County's stock dates prior to 1940, compared to fifty-one percent (51%), or 1,916 units, for Rockland. The significant percentage of older homes in Rockland compared to the rest of the County represents that historically much of the growth in Knox County occurred in Rockland and other service centers prior to 1940. Subsequent to 1940 much of the development has occurred in the rural areas of the County. Many of the units built prior to 1940 are in need of rehabilitation due to the age of the structure and/or lack of maintenance. Many low and moderate income (LMI) residents living in these homes cannot afford to rehabilitate them. Low and moderate income residents are those earning 150% or less of the median income of Knox County as described later in this chapter.

## Housing

<b>Table 7-1 - Year Structure Built</b>				
	<b>Rockland</b>		<b>Knox County</b>	
<b>Year Built</b>	<b>Units</b>	<b>Percentage</b>	<b>Units</b>	<b>Percentage</b>
1999-March 2000	35	0.9%	366	1.7%
1995-1998	139	3.7%	1,416	6.6%
1990-1994	114	3.0%	1,425	6.6%
1980-1989	409	10.9%	3,327	15.4%
1970-1979	419	11.2%	2,931	13.6%
1960-1969	262	7.0%	1,372	6.3%
1940-1959	458	12.2%	2,152	10.0%
Prior to 1939	1,916	51.1%	8,623	39.9%
<b>Total</b>	<b>3,752</b>	<b>100.0%</b>	<b>21,612</b>	<b>100.0%</b>

*Source: Census 2000*

Table 7-1 shows the age of housing units in the City of Rockland based on Census records. Please note that the increase in the number of units between 1999 and 2000 does not reflect the building permit records for the same time period. Rockland building permit records show a net increase of 24 units during that time period.

One of the consequences of the age of Rockland's housing stock is the likelihood that lead-based paint will be found on many painted surfaces, both inside and outside the houses. Use of lead-based paints in residences was banned in 1978. Structures built before 1960 were likely to have been painted with paints containing even higher concentrations of lead. About 82% of Rockland's housing was constructed before 1980, meaning at least eight out of ten houses are likely to have lead-based paint. However, the presence of lead-based paint does not mean there is a hazard to occupants. Good maintenance, cleaning, and attention to safe working practices when re-painting or renovating result in a lead safe environment.

The condition of houses in Rockland seems to be average, based on 2000 U. S. Census data. A low number of units lack complete plumbing (0.5%) or complete kitchen facilities (0.3%). Nearly all of the residential units utilized the public water supply provided by Consumers Maine Water Co. (97%) and a vast majority utilize the City sewer system (88%); over three quarters of the residences in Rockland heated with oil (77.5%) and less than one-tenth heated with electricity (9.1%). Wood is used for primary heating for a small number of residences. Some residences also use propane for heating, as Rockland does not have natural gas mains.

For transportation and communication in 2000, 85% of Rockland's households had one or more vehicles available and 97% had telephone service.

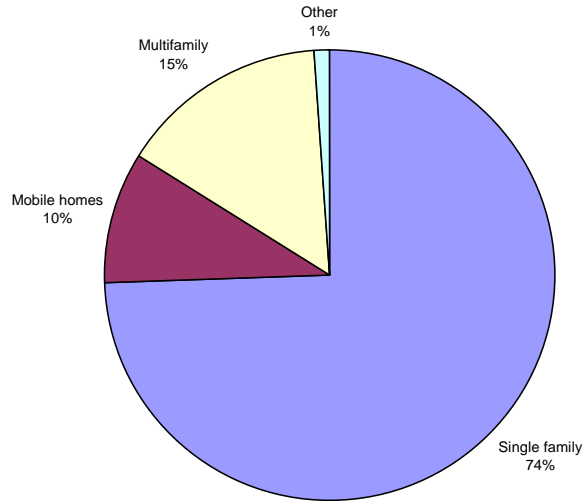
In 2001 the Assessor's records indicate that there was only one seasonal home in the City. This contrasts with the Rockland Market Area that contains a significant number of seasonal homes; many seasonal homes are located adjacent to Penobscot Bay or one of the many lakes and rivers in the area. The differences between year-round and seasonal housing have tended to decrease in recent years. Most seasonal homes built within the past twenty years have been constructed with heating, plumbing and insulation. Other seasonal homes may be converted to year-round living as their owners retire.

## Housing

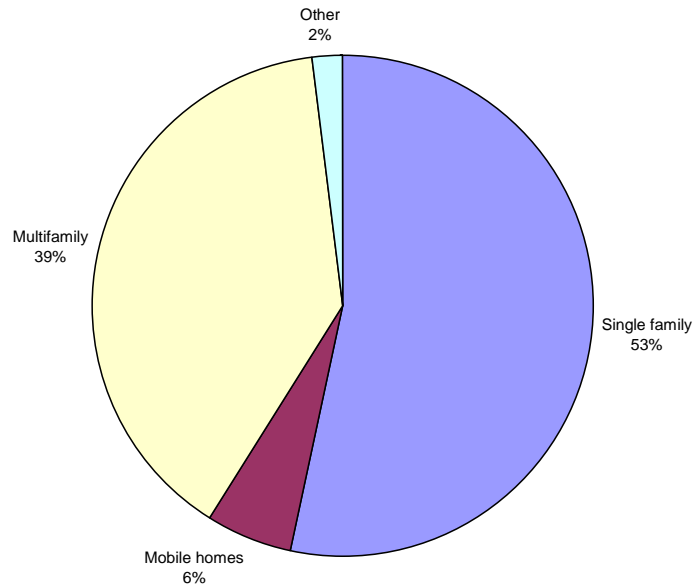
### Housing Types

Detached single-family houses are the predominant housing type in both the Rockland Market Area and in the City of Rockland. Within the Rockland Market Area, single-family homes constitute 74.0% of the total housing stock, while they are only 53.5% of Rockland's total housing stock. Mobile homes constitute 9.6% of the Rockland Market Area's housing stock, but only 5.6% of

**Graph 7-1 Rockland Market Area Housing Types**



**Graph 7-2 Rockland Housing Types**



## Housing

Rockland's housing

stock. Multi-family housing (two or more units in one structure) makes up only 14.9% of the Rockland Market Area's housing stock, but accounts for 39.2% of Rockland's housing inventory. Rockland's housing mix is much more diverse than that of the surrounding area. Much of the diversity of the Rockland housing market can be attributed to the era in which the housing was built. This diversity of multi and single-family homes is one of the reasons Rockland housing is more affordable than surrounding communities.

**Table 7-2**  
**Housing Count**

	Total Housing Units 1990	Total Housing Units 2000	% Change 1990-2000
Single-family detached	1,866	1,977	5.9%
Single-family attached	79	115	45.6%
Mobile Homes	125	184	47.2%
2-4 units	1042	926	-11.1%
5-9 units	247	234	-5.3%
10+ units	302	316	4.6%
Other	58		
Total Housing Units	3,719	3,752	0.9%

Source: 1990, 2000 U. S. Census.

**Table 7-3**  
**HOMES CONSTRUCTED/REMOVED 1990-2002, ROCKLAND, ME**

	Constructed			Removed		
	Single-family	Multi-family	Mobile homes	Single-family	Multi-family	Mobile homes
2002	15	20	8	7		1
2001	13		8	8	5	2
2000	8		6	6		
1999	1		9	2		1
1998	7		6	7		
1997	10		9	6		
1996	12			1	8	
1995	1			1		
1994	10					
1993						
1992	9	3		2		
1991	3					
1990	13	2	2	2	13	
	Single-family	Multi-family	Mobile homes	Single-family	Multi-family	Mobile Homes
	102	25	48	42	26	4
<b>TOTAL</b>	<b>175</b>			<b>72</b>		

Source: Rockland Tax Assessors Office

## **Housing**

Housing constructions from 1990 to 2000 show a drastic change in new housing development in Rockland from the historic pattern. Affordable housing is now primarily provided by mobile homes and modular homes. With the exception of the Meadow View Apartments, the number of multi-family dwellings being developed is nominal. Single-family homes represent the largest percentage of homes being built (58%) and mobile homes constitute 27 percent of all housing units added since 1990. No condominium projects have been developed during this time frame.

### **Changes in Residential Units**

Rockland's recent economic changes have resulted in the demolition of many houses. According to the records of the Tax Assessor, between 1997 and 2001, a total of 45 structures have been demolished: 29 single-family homes, 5 multi-family homes and 4 mobile homes. During the same time period 120 new dwelling units were built for a net gain of 75 housing units during that time period.

Most of the housing units that were demolished were located on land served by sewer and water systems. Most of these lots were redeveloped for commercial properties. Replacing the demolished housing units now entails a significant investment in infrastructure for items such as utility line extensions and road extensions to undeveloped land. The only exception to the necessity for infrastructure expansion would be the development of vacant infill residential lots in an existing neighborhood.

The total area of land converted from residential use was approximately 11 acres not including land developed for infrastructure and road improvements. The average lot per unit was approximately 11,500 square feet. Replacing these 46 units with units on comparable lot sizes will require more than 11 acres because new roads and infrastructure have to be laid out to serve these new homes. These new roads and infrastructure will consume additional land. These units could be replaced on an 11 acre parcel only if the units are replaced with multi-unit (apartment) structures or located on smaller lots.

Most of these demolitions resulted from the growth of other land uses. Fifteen demolitions, for a total of 21 dwelling units, were the result of MBNA's expansion in Rockland. Five dwelling units each were torn down by the Farnsworth Art Museum and VIP Discount Auto Center. As is often the case, many of these units were no longer very valuable as houses, due either to changes in the neighborhood, such as increased traffic, or to housing which no longer met the needs of current households.

### **Occupancy Rates**

Between 1990 and 2000, the number of rental units in Rockland increased by about 1.6%, Rockland has the highest percentage of rental housing units in the County with 45.8%, compared with 26% for Knox County and 28.4% for the State of Maine (See Table 7-4). The number of owner-occupied homes also remained fairly stable at 54.2%. Changes in rental and owner occupied housing were similar to those of the County and State; the number of homeowners statewide increased just over 2 percent and the number countywide increased by 0.4% while Rockland increased by 0.8%.

**Table 7-4**  
**Owner/Renter Occupied Housing**

<b>Community</b>	<b>No. Of Occupied Housing Units 2000</b>	<b>% Renter Occupied 1990</b>	<b>% Owner Occupied 1990</b>	<b>% Renter Occupied 2000</b>	<b>% Owner Occupied 2000</b>
Camden	2,390	32.1%	67.9%	30.9%	69.1%
Owls Head	723	15.5%	84.5%	17.4%	82.6%
Rockland	3,434	46.6%	53.4%	45.8%	54.2%
Rockport	1,373	21.3%	78.7%	20.4%	79.6%
South Thomaston	594	16.1%	83.9%	17.3%	82.7%
Thomaston	1,436	29.9%	70.1%	32.5%	67.5%
Warren	1,346	15.0%	85.0%	14.7%	85.3%
Knox County	16,608	26.4%	73.6%	26.0%	74.0%
State of Maine	518,200	29.5%	69.2%	28.4%	71.6%

*Source: 1990 and 2000 U. S. Census*

### **Housing Value**

The 1990 median housing value in Rockland was \$73,333, among the lowest in Knox County (See Graph 7-3). Following a depression in 1992, housing values have increased. In 2001, according to the Maine State Housing Authority, the median sale price of a home in Rockland was \$104,000; for the Rockland Market Area, \$121,000; for Knox County, \$132,000; and for the State of Maine, \$118,000. The Knox County Housing Coalition Report showed that the average Rockland home price is considerably less than surrounding communities and is not increasing at the same fast rate. Thomaston and Warren are the only other nearby communities that share a limited increase in the average sales price between 1996 and 2000. It is important to remember that the average price of a home is often distorted by large multi-million dollar homes, particularly along the shore. Houses away from the shore in many surrounding towns may be closer in value to Rockland. According to the 2000 Census the median value of homes in Rockland was \$82,400. Though Rockland has maintained a slower home value increase until now, the pressures from the surrounding communities may create pressure on affordable housing in Rockland. A number of factors contribute to increased housing values including, increased building costs, limited availability of developable lots, limited availability of existing units and increased local employment.

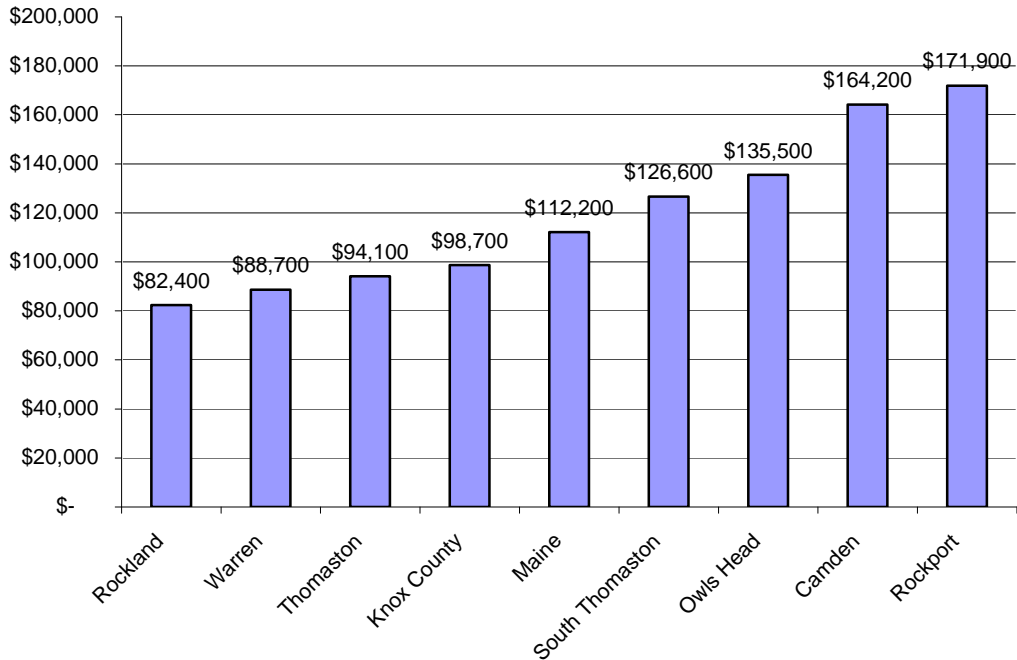
The situation regarding rentals seems to be less favorable for Rockland residents. The 1990 Census recorded a median contract rent<sup>1</sup> of \$325 per month. The Maine Housing Authority records show the median contract rent for a modern two-bedroom apartment in 2001 is \$653.00 per month. More than doubling in 11 years. The rate of increase in rents in Rockland between 1990 and 2000

<sup>1</sup> The U. S. Census classifies rental price data as "Contract Rent" and "Gross Rent." "Contract Rent" is the agreed upon rental price, not counting any additional expenses for utilities such as heat, water, sewer and lights. "Gross Rent" is the rental price plus utilities.

## Housing

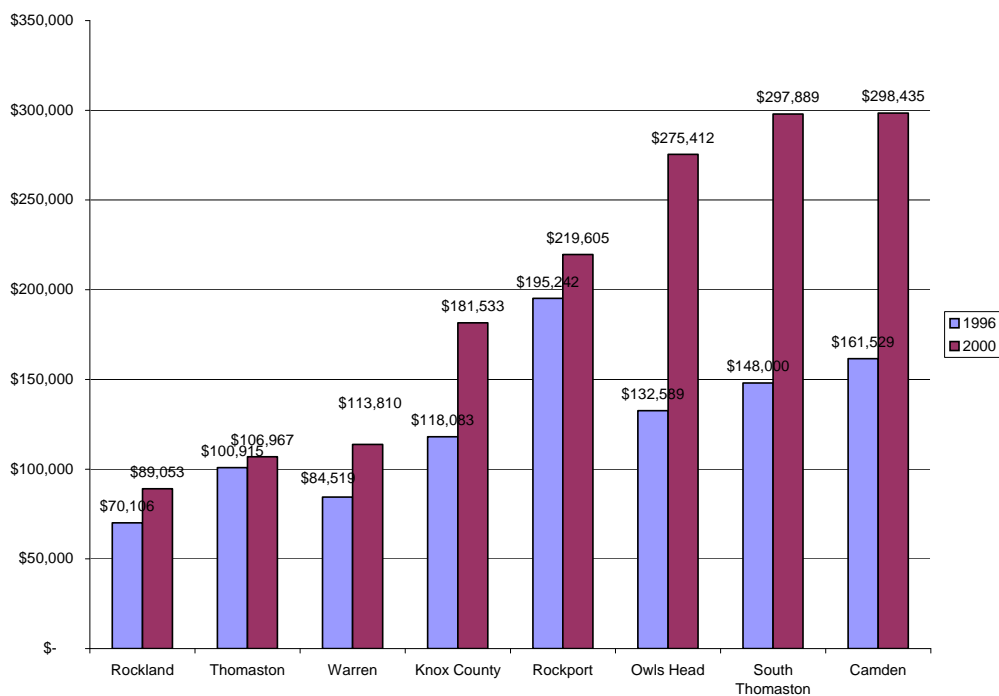
(101%) was greater than the increase in median household incomes in Rockland from 1990 to 2000 (33.8%). Therefore, rental housing in Rockland is less affordable in 2001 than it was in 1990.

**Graph 7-3 Median Home Price 1990**



*Source: 2000 Census*

**Graph 7-4 Average Home Price 1996 and 2000**



## Housing

*Source: Knox County Housing Coalition*

According to the records of the City Assessor, overall housing units increased 1.7% between 1990 and 2000. This is a much smaller rate than that experienced in the previous decades: 21% between 1980 and 1990 and 11% between 1970 and 1980. As expected, mobile homes have increased the fastest again (18.3% since 1990; 90% from 1980 to 1990; and 180% from 1970 to 1980). Single-family detached housing experienced a modest increase of 2.3% since 1990 but multi-unit housing has actually experienced a decline as a result of fire, demolitions and conversion of some multi-family dwellings back to single-family dwellings. The decade between 1980 and 1990 saw a tremendous increase in housing that has since tapered way off.

### **Factors Affecting Housing Costs**

Housing costs tend to increase with general inflation or with an improving local or regional economy, both of which tend to increase the competition for housing. Scarcity of developable land is also a factor in Rockland, and extension of utilities will, in itself, add to the costs of land. A high tax rate, as compared to most nearby towns, also increases housing costs. Rockland provides more public services and has more public utilities available for residents and the tax rate reflects the increased services. The entire Mid-coast area is attractive to retirees and seasonal residents, most of whom have resources greater than those who live in the area. This creates competition for desirable housing, often placing it beyond the reach of resident families. Rockland's industrial past tended to make it less desirable for those wishing to retire here, but the changing economy, more cultural activities and the presence of a regional medical center in nearby Rockport are making the City an increasingly desirable place to live.

Despite these trends and factors tending to raise housing values, Rockland's housing remains below that of the Rockland Market Area. When Rockland's economy was largely based on low paying industrial activities, there was a large demand for unskilled and semi-skilled workers. Local housing prices, for both owners and renters, reflected local wage levels. As the economy has changed to a greater emphasis on tourism and services, the regional wage levels may change because neither tourism nor services are noted for particularly high wages, those working in the local economy may find themselves with inadequate income to compete for increasingly scarce housing.

### **Housing Affordability and Availability**

2001 data show an affordable housing crisis for the Rockland Area Housing Market and in Knox County. Table 7.4 shows the median income and how much a person making that wage could afford to spend on house for Rockland, the Rockland Area Housing Market, Knox County and Maine. The table also shows the median house price for these areas, the income needed to afford the median house, and an index describing the affordability of housing in each geographic area. The Housing Affordability Index is interpreted in the following way: a score of 1.00 means that a resident of the geographic area making the median wage could buy a house at the median price. If the index is greater than 1 a person making the median wage could buy a house that is more than the median house price, a "good deal". If the index is less than 1 a person making the median wage cannot afford to buy a house at the median price. Rockland, the Rockland Area Market, Knox County, and Maine all have indexes less than 1.00, demonstrating that there is a housing affordability problem in Maine.



## Housing

Table 7-5 - 2001 Affordability Index					
Location	Median Income	Affordable	Median House	Income Needed	Index
Rockland	\$29,763.00	\$76,040.00	\$104,000.00	\$40,707.00	0.73
Rockland Area	\$35,708.00	\$103,815.00	\$121,000.00	\$41,619.00	0.86
Knox County	\$36,481.00	\$106,529.00	\$132,000.00	\$45,204.00	0.81
Maine	\$38,882.00	\$111,930.00	\$118,000.00	\$40,990.00	0.95

Source: Maine State Housing Authority

Thirty percent of income for all housing costs is considered to be affordable. For homeowners, the Maine State Housing Authority (MSHA) program for First Time Home Buyers was used to determine loan amounts, Principal & Interest payments, and Mortgage Insurance payments. First Time Home Buyers, who must meet certain criteria regarding debt levels, are eligible to purchase homes with a 5% down payment. The February 2001 interest rate on an MSHA 30 year fixed-rate loan was 5.99%. Mortgage insurance is required until the homeowner's equity reaches 20% of the loan value. Rockland's Tax Rate in 2002 is \$23.38/\$1,000 of assessed valuation.

Table 7-6 - Housing Affordability - 2000				
	Very Low	Low	Moderate	Median Income
Annual Income	<\$14,826	\$14,827-\$23,721	\$23,722-\$44,478	\$29,652
Number of Housholds	777	630	1,091	
Percentage of Total Households	22.9%	18.6%	32.2%	
Affordable Monthly Rent	\$370	\$371-\$593	\$594-\$1,112	\$741
Affordable Selling Price	\$41,512	\$41,513-\$66,418	\$66,419-\$124,538	\$83,025

Source: MSHA, Claritas, Inc.

Four income groups can be determined in any population:

**Very Low** = 50% or less of the Median Household Income.

**Low** = Between 51% and 80% of the Median Household Income.

**Moderate** = Between 81% and 150% of the Median Household Income.

**Upper** = Greater than 150% of the Median Household Income.

### Very Low Income

For 2000, Claritas determined that Rockland's Median Household Income was \$29,652. Therefore, 50% of the median household income is \$14,826. Affordable housing costs for rents or mortgages that exceed \$370 per month are in excess of 30% of income. In 2000, almost one-quarter of Rockland's households were at or below this income level (22.9%). For a house with a market value of \$35,070, the monthly mortgage payment, mortgage insurance, plus taxes and homeowners insurance is estimated to be \$312. To be "affordable," utilities would have to average not more than \$63 per month. However, Claritas found only 3.5% of Rockland's 2000 housing stock, excluding

## **Housing**

mobile homes, had a market value of \$34,999 or less. Therefore, 48 single-family homes are available to 777 households! Clearly, few of these households are living in their own homes and most must rent their living quarters.

For renters, the 1998 Rockland Market Area median contract rent of \$500/month, plus utilities, clearly places the average two-bedroom apartment out of the reach of Very Low Income households.

### **Low Income**

In 2000, Low Income households in Rockland had incomes ranging from \$15,000 to \$24,999. Monthly housing costs, at 30% of income, range from \$370 to \$593. According to Census 2000, 17.2% of Rockland's households are within this income range. For a house with a market value of \$60,000, the monthly mortgage payment, mortgage insurance, plus taxes and homeowners insurance is estimated to be \$530. While this exceeds the "affordable" level for the lower income households within this group, those near the upper end of the range would have \$95 per month available for utilities. However, of Rockland's 2000 housing stock, only 11.9% have values between \$35,000 and \$59,999. Therefore, 169 single-family homes are available to 630 households. Again, just over one-quarter (26.8%) of families in the low income category are likely to be able to own their homes at "affordable" cost levels.

For renters, the 2001 Rockland Market Area median contract rent of \$719/month, for a two bedroom apartment, makes market level rents affordable only for those households near the top of the Low Income range.

### **Moderate Income**

In 2000, Moderate Income households in Rockland had incomes ranging from \$25,000 to \$44,999. Monthly housing costs, at 30% of income, range from \$594 to \$1,112. Claritas found 32.2% of Rockland's households within this income range. For the median single-family home in Rockland, with a market value of \$96,186, the monthly mortgage payment, mortgage insurance, plus taxes and homeowners insurance is estimated to be \$842. Although this exceeds the "affordable" level for the lower income households within this group, those near the upper end of the range would have up to \$283 per month to cover utilities. A home with a market value of \$125,000, if mortgaged under the same conditions, would have an estimated monthly payment of \$1,068. This would allow just \$57 per month for all utilities, so it would not be "affordable" at the 30% level of income. Of Rockland's 2000 housing stock, 60.5% are valued between \$60,000 and \$124,999. Therefore, 861 single-family homes are available to 1,091 households with moderate incomes. Almost 80% of moderate-income households should be able to find, and afford to purchase, single-family housing within Rockland.

For those wishing to rent, affordable rents should be available for Moderate Income Households at market levels.

### **Retiring and Elderly Housing**

Rockland's population has tended to grow older and is expected to continue to do so. The median age in 1990 was 34.4 years. The 2000 median age was 40.9 years. Although Claritas determined the 2000 median income levels for households in the 60-64 age bracket to be \$31,053, slightly above Rockland's median household income level of \$29,652, median incomes fall significantly for older age groups, to \$24,681 for those 65-69 and \$18,289 for those 75-79. This disparity in income levels

## Housing

can be accounted for partially due to the presence of recent retirees who have moved to Rockland from other areas and the lower earnings of those who were working in the Mid-Coast area in earlier decades, when incomes were lower. As people tend to live longer, they have more need for housing adapted to their needs. The market seems to be meeting the needs of those with above average incomes, with condominiums and retirement communities where maintenance, cleaning, meals and health services are provided. There is however a need for providing these similar needs to those with average incomes or less.

### Subsidized Housing

There are 315 subsidized housing units in Rockland, mainly available for Very Low and Lower Income Elderly. All of the available units are currently filled and each facility has a waiting list for future occupants.

**Table 7-7**

<b>SUBSIDIZED HOUSING UNITS IN ROCKLAND</b>	
<b>Broadway North, 372 Broadway</b>	24
<b>Coughlin Park, 205 Rankin Street</b>	30
<b>Eliza Steele Apartments, Eliza Steele Drive</b>	14
<b>Fieldcrest, 175 Rankin Street</b>	30
<b>Knox Street Apartments, 12 Knox Street</b>	19
<b>Meadow View Apartments, Eliza Steele Drive</b>	20
<b>Methodist Conference Home, 39 Summer St</b>	54
<b>Park Street Apartments, 277 Park Street</b>	20
<b>Rankin Block, 600 Main Street</b>	50
<b>Stella Maris, 148 Broadway</b>	48
<b>William Wood Apartments, 231 Limerock St</b>	26
<b>Total Units</b>	<b>315</b>

*Source: Rockland Assessor's Office, February 2001.*

Among those households in the Very Low Income range, the 2000 Claritas figures indicated that 729 additional rental units would be required in the City, since few existing houses were available in affordable price ranges. Similarly, those households in the Low Income range needed 461 rental units since there were insufficient houses in price ranges affordable to this income group. Even within the Moderate Income range, there were 230 fewer affordable single-family homes than there were households in this income range. For those households in the Very Low and Low Income categories, a total of 1,190, only 315 subsidized units are available in early 2001. This is about 26.5% of the apparent need. The subsidized housing units in Rockland are normally full and have waiting lists. Rockland does not have sufficient affordable housing units for Very Low and Lower Income households, and housing for Moderate Income households remains in short supply.

### **Issues and Implications**

- (1) The population of Rockland is aging; more subsidized and assisted living facilities are needed for the elderly. Should the City actively pursue subsidized housing for the elderly in order to meet this demand?
- (2) The size of the average household continues to decrease. With smaller households, more housing units are needed for the same size population. Should the City play a role in supporting more residential development?
- (3) Unless rental units are closely and well managed, the units tend to receive reduced maintenance, have less control of rubbish disposal, and generally experience increased rates of deterioration compared to owner-occupied dwellings. How can the City assure that rental units are well maintained?
- (4) Rockland households in the Very Low and Low Income categories are extremely limited in their choices of housing, particularly as both rentals and homes for sale are tending to increase in cost. Should the City subsidize land acquisition and infrastructure development for housing development? Should the City provide assistance to help low and moderate income residents purchase homes?
- (5) The City has lost a number of residential housing units recently due to commercial redevelopment. Should the City have a role in preserving existing housing units?
- (6) The housing provisions of the Zoning Ordinance should be reviewed to better meet the needs of Rockland's housing demands. Does the ordinance provide/allow for a variety and mix of housing types for all income groups? If not, what needs to be done to amend the ordinance?
- (7) Sections of the Zoning, Site Plan and Subdivision Ordinances that effect housing should be reviewed to assure that they encourage new affordable housing construction? Are these controls making housing less affordable?

### **Goals, Policies and Strategies**

**Goal: To provide, for Rockland's elderly residents, housing suitable for their needs and affordable for their incomes.**

#### **Policies:**

1. Encourage the location of elderly housing in locations that allow easy access, preferably pedestrian access, to shopping, personal services, health care, entertainment and cultural activities.
2. Encourage the provision of a wide range of housing types and prices, to accommodate the varying needs and income levels of elderly citizens.
3. Encourage the provision of living assistance and medical care as are needed.

#### **Strategies**

1. Encourage developers of elderly housing to provide for a percentage of units at below market rates.
2. Support the efforts of housing administrators and health care providers to provide assisted living units and additional medical care as needed.
3. Apply for available grants and loans to assist the providers of housing for the elderly.

## Housing

**Goal: To encourage or permit the provision of a wide variety of housing types and sizes to meet the needs of Rockland citizens.**

### **Policies:**

1. Continue to allow housing in suitable locations for a wide variety of housing types and sizes.
2. Encourage the inclusion of below market rental and sale prices for a portion of each development.

### **Strategies:**

1. Review the sewer system to determine where extensions could be made economically to allow more intense development of underutilized land, particularly in the areas between Broadway and Old County Road, and along Old County Road.
2. Consider amending the Zoning Ordinance to avoid concentrations of group homes, distributing the location of these facilities more evenly within the City.
3. Consider requiring a certain portion of houses or apartment units in a development to be made available at below market costs, particularly if the development is to use utilities extended to encourage development.
4. Amend zoning to encourage new infill development to reflect the existing character of the neighborhood regarding setbacks and lot size.
5. Mobile home parks will continue to be allowed in the area bounded by US Route 1, Pleasant Street and Park Street and in the area bounded by Old County Road, Broadway, Pleasant Street and Cedar Street, within the current Residential "B" Zone and served by municipal sewer.
6. Continue to allow accessory apartments in zones where residential uses predominate.
7. Where small-scale, engineered subsurface wastewater disposal is the best alternative for serving multiple housing units, including in designated rural areas with clustered housing or conservation subdivisions, establish ordinance provisions for community sanitary systems which, once designed and constructed to both the State's and City's standards, would be owned by the City of Rockland and managed by the City of Rockland's Water Pollution Control Department. Users of the system should be responsible for all costs associated with the system (authorized under 38 M.R.S. § 1234).

**Goal: To ensure that Rockland's housing stock is maintained in such condition as to provide safe and attractive living quarters for Rockland residents.**

### **Policies:**

1. Inspect rental housing, both apartments and individual homes for rent, at reasonable intervals to assure Life and Safety standards are met and that maintenance, cleanliness and adequacy of repairs meet specified standards.
2. Encourage maintenance of single-family and other owner occupied dwellings.

### **Strategies:**

1. Increase staffing levels of the Code Enforcement Office and/or transfer some inspection responsibilities to the Fire Department, to allow inspections at intervals not exceeding five years.
2. Apply for whatever grants or other assistance available to property owners to maintain their buildings and reduce lead-based paint hazards.

## **Housing**

**Goal: To encourage affordable housing, as defined by the state, evenly distributed within residential growth areas that are served by municipal water, sewer and have easy access to transportation, constituting 10% or more of housing starts in the City to meet the needs of Rockland citizens.**

### **Policies:**

1. Encourage participation in programs, grants (CDBG housing assistance and rehabilitation) and projects for the construction of subsidized housing whether within the city or the region, and grants to homeowners for improvements to energy efficiency, habitability, etc.
2. Encourage consideration of participation in affordable housing tax increment financing program, in which the State covers some City property taxes, in order to provide for lower housing costs.
3. Encourage private developments to include a portion of affordable housing by providing municipal infrastructure improvements and/or extensions to such developments in designated growth areas.
4. Encourage the compilation of information on affordable housing programs and grants for the use of residents.

### **Strategies:**

1. Apply for grants (CDBG housing assistance, infrastructure, and rehabilitation) and projects for the construction of subsidized housing whether within the city or the region, and grants to homeowners for improvements to energy efficiency, habitability, etc.
2. Investigate applicability of housing tax increment financing program and if appropriate, apply for this program.
3. Devise a schedule of infrastructure improvements that the City would be willing to consider making for private developments that incorporated affordable housing units, consider a pro rata approach with greater infrastructure investments made for projects with a greater percent of affordable housing units.
4. Continue to collect and provide information on affordable housing programs and grants for the use of residents.

**City of Rockland  
2002 Comprehensive Plan**

**Chapter 8**

**TRANSPORTATION**

**Introduction**

The City of Rockland is one of Maine's most important medium size intermodal transportation hubs. It serves as a highway center for Knox County and Mid Coast Maine, is a rail terminal, is the primary link to the islands of Penobscot Bay and is a short distance away from the Knox County Regional Airport. The airport is served by charter flights and by scheduled air service to and from Boston, with some flights routed via Augusta or Trenton (serving Bar Harbor).

**State Transportation Planning and Implementation**

The Maine Department of Transportation (MDOT) has a long-range *20 Year Transportation Plan*, which is policy-based. MDOT's *Six Year Plans* provide a link between the *20 Year Transportation Plan* and the *Biennial Transportation Improvement Plans*, which are project based and reflect actual or anticipated financial resources available to do the jobs within that time period. The following discussions are primarily based on the October 2000 Second Draft of the *Six-Year Transportation Improvement Plan, Fiscal Years 2002-2007*.

The MDOT *Six Year Plan* contains these sections: Highway & Bridge Programs, Passenger Transportation Plan, Freight Transportation Plan, System Management Programs, and Appendices. The Transportation Chapter of the Comprehensive Plan will closely follow the format of the *Six Year Plan*. The following is from the *Six Year Plan*:

**Maine's Transportation Goals, 2000-2020**

- *Support economic vitality, especially by enabling global competitiveness, productivity and efficiency.*
- *Increase access and mobility options for people and freight.*
- *Enhance integration and connectivity of the transportation system, across and between modes throughout the State, for people and freight.*
- *Ensure local involvement, especially from non-metropolitan areas.*
- *Improve coordination, cooperation and public involvement.*
- *Integrate environmental and transportation planning decision making processes at all levels of government.*
- *Promote efficient system management and operation.*
- *Address highway system capacity deficiencies.*
- *Increase transportation system safety and security for motorized and non-motorized users.*

## HIGHWAY AND BRIDGE PROGRAMS

Maine has 22,612 miles (36,390 km) of public road, from Interstate highways to local streets and roads. Except for safety projects that address all public roads, the highway improvements contained in this plan focus only on the 8,269 miles (13,230 km) of this system administered and maintained by the Department. Of those miles for which the State is responsible, 3,992 miles (6,271 km) have been identified as being in need of reconstruction or other improvements, to bring them up to modern safety standards and adequate structural capacity. These miles are referred to as the reconstruction “backlog.” The estimated cost to improve these miles of highway exceeds 1.4 billion dollars.

This Six-Year Plan conforms to the following highway improvement objectives:

- *All deficient rural, principal and minor arterials will be addressed within ten years.*
- *All deficient rural major collectors will be addressed within twenty years.*
- *Deficient minor collectors will be addressed in partnership with those municipalities raising the required one-third match.*
- *The Pavement Preservation Program will be extended to all arterials built to standard.*
- *Built to standard rural major collectors will be reclaimed once every thirty to forty years in concert with major collector corridor improvements<sup>1</sup>.*

## Inventory and Analysis

The purpose of the inventory and analysis is to identify existing transportation systems, including the capacity of existing and proposed major thoroughfares, secondary routes, pedestrian ways and parking facilities and alternative modes of transportation. Alternative modes include any means of transportation other than the privately owned motor vehicle.

## Highways

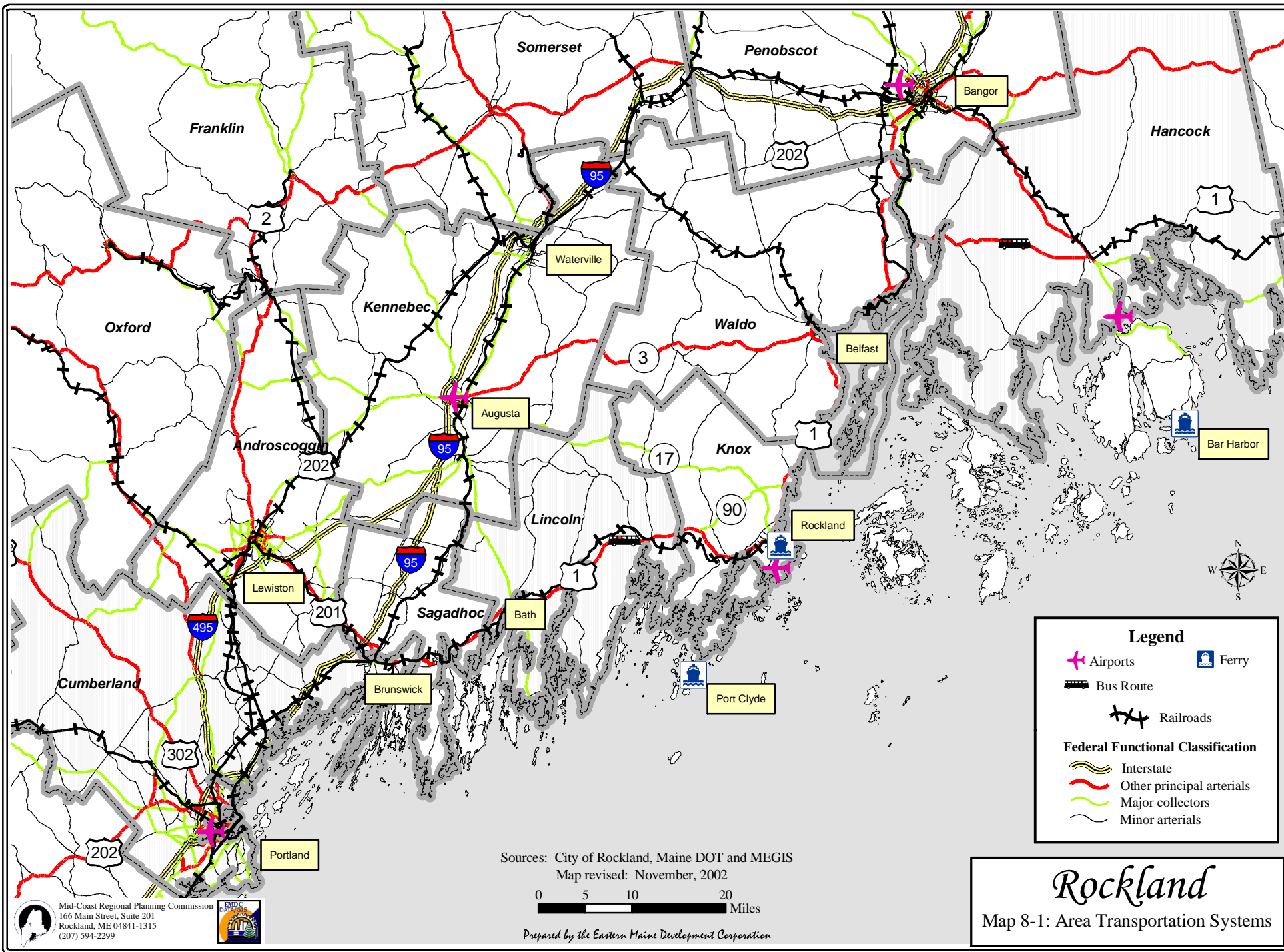
Rockland is connected to the entire U.S. highway system, primarily by U. S. Route 1 and Maine Route 17. Rockland is just over 44 miles from I-95 in Augusta via Route 17 and about 54 miles from I-95 in Brunswick via Route 1. Therefore, major improvements on the routes connecting Rockland to the Interstate System are important to the City’s residents and the local economy. The August 31, 2000 dedication of the Sagadahoc Bridge, carrying Route One over the Kennebec River between Bath and Woolwich, marked a major improvement for the entire Mid Coast Region. Similarly, a third bridge over the Kennebec River in Augusta, scheduled for construction in the *Six Year Transportation Improvement Plan 2002-2007*, is designed to reduce congestion for travelers on Route 17, who must now access I-95 on Augusta’s west side via crowded urban streets. The *Six Year Plan* also includes studies of improvements designed to reduce congestion to the west of the Sagadahoc Bridge and in the Wiscasset area, both on Route 1. Similarly, widening of Route 1 in Warren is also under consideration.

Rockland is a major hub of Knox County’s highways, with four routes radiating from it: U.S. Route 1 south to Thomaston, Warren and beyond; U.S. Route 1 north to Rockport, Camden and beyond; Route 17 west to Rockport, Hope and beyond; and Route 73 south on Main Street to Owl’s Head, South Thomaston and St. George. Route 90, which passes through the north corner of Rockland, forms an east-





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<sup>1</sup> *Six-Year Transportation Improvement Plan, Fiscal Years 2002-2007, draft, October 2000, page 3.*

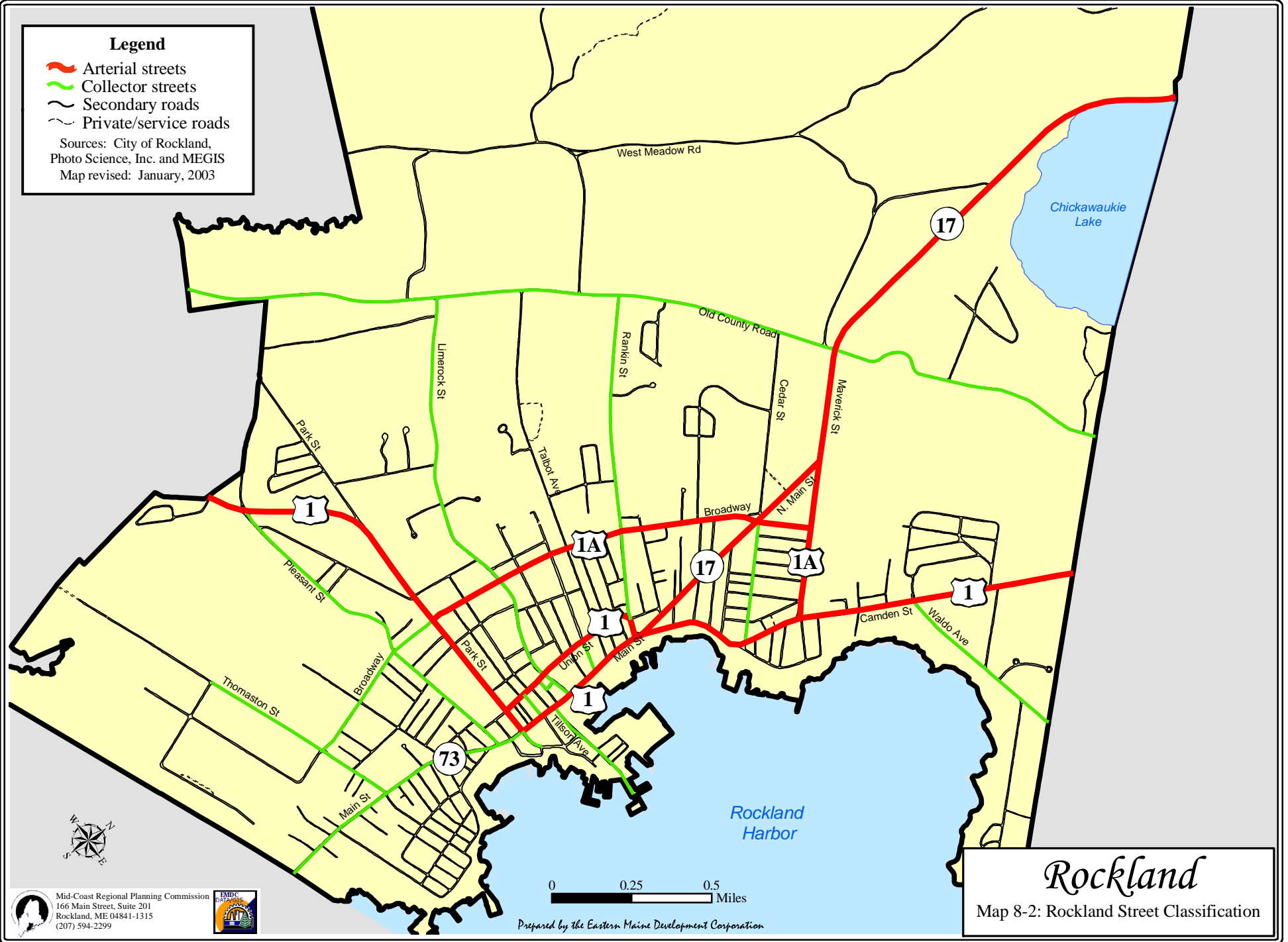




# Legend

-  Arterial streets
-  Collector streets
-  Secondary roads
-  Private/service roads

Sources: City of Rockland,  
Photo Science, Inc. and MEGIS  
Map revised: January, 2003



# Rockland

Map 8-2: Rockland Street Classification



Mid-Coast Regional Planning Commission  
166 Main Street, Suite 201  
Rockland, ME 04841-1315  
(207) 594-2299



Prepared by the Eastern Maine Development Corporation

## **Transportation**

west bypass around downtown Rockland from Warren to Rockport. Within the City, U.S. Route 1A follows Broadway, Birch, and Maverick Streets, providing an alternative to Route 1, which runs north on Main Street and south on Union Street between Park and Rankin Streets.

Rockland has and should maintain a well-developed local street network in the downtown and surrounding areas. Most of these streets have two or more outlets (connections) to other streets. This desirable level of connectivity allows persons to reach their destinations without depending upon one route exclusively, which is especially helpful during times of heavy congestion and when emergency conditions require road closure and the rerouting of traffic.

The City has requested the MDOT to re-route Route 17, removing it from North Main Street, and having it remain on Maverick Street down to the junction with Routes 1 and 1A at Maverick Square. This would remove significant traffic from a mostly residential street, North Main Street, and place it on Camden, Main, and Union Streets, which are in the City's commercial areas.

### **Functional classifications**

Rockland is served by a road network totaling 57.71 miles. These roads are classified by the Maine Department of Transportation (MDOT) as follows: arterials are travel routes that carry high speed, long distance traffic, usually with interstate or U. S. Route number designations. Collector roadways are travel routes that collect and distribute traffic from and to arterials, serving places of lower population densities and somewhat removed from main travel routes. Local roadways are all roadways not classified as arterial or collector, and serving primarily adjacent land areas.

Principal Arterials – 3.21 miles.

U.S. Route 1 (Payne Avenue, Park Street, Main Street, Union Street and Camden Street).

Minor Arterials – 4.52 miles.

Route 1A (portions of Broadway, Broadway Extension, Birch Street, and portions of Maverick Street); Route 17 (North Main Street, portions of Maverick Street, and Lakeview Drive); Route 90; and Maverick Street between Birch Street and North Main Street.

Major Collectors – 16.67 miles.

Old County Road, Waldo Avenue, Cedar Street (from Camden Street to North Main Street), Rankin Street (from Union Street to Old County Road), Limerock Street, Summer Street (from Main Street to Union Street), School Street (from Main Street to Union Street), Elm Street (from Main Street to Union Street), Custom House Place, Tillson Avenue, Public Landing, Pleasant Street, Water Street, Suffolk Street, Route 73 (known as South Main Street), Crescent Street, Thomaston Street (from Main Street to near the western entrance to the Industrial Park), and Broadway (from Park Street to Thomaston Street).

Local Roads – 33.31 miles.

### **Maintenance responsibilities**

Maintenance of highways has long been divided among levels of government. Although significant Federal funding is used for highways and bridges, all of that money passes to the State, which shares with municipalities the responsibilities for maintenance of highways and bridges within those municipalities. In 1982, the State designated municipalities, with 6,000 or more people, responsible for year-round maintenance of State roads within compact zones. The State's Local Road Assistance Program provided municipalities \$1,200 per mile annually, based on the average of winter miles and

## Transportation

summer miles maintained. Funding formulas and amounts have changed over time. Rockland's funding for FY 2001, under the Urban-Rural Initiative Program is \$87,797.

The City has the financial responsibility for maintaining 33.31 miles of urban "Town Ways", for which no state funds are received. The City receives \$1,200/mile/year from the State for 10.42 miles of rural "Town Ways," on which the City is responsible for any excess funds needed to maintain these roadways. No funds are received from the State for State Highways and State Aid rural roads, which are maintained wholly by the State.

Paving of roads and sidewalk maintenance is budgeted through the City's annual Capital Improvements Program (CIP). The 1997-2002 CIP includes \$89,150 in 1997-1998 for maintenance of roadways and sidewalks. The 1998-2003 CIP includes \$244,000 for paving roads and sidewalks in 1998-1999. The 1999-2004 CIP includes a \$2,000,000 bond issue for paving of roads and sidewalks in 2000-2001. During 2000, paving was completed on various streets in Pen Bay Acres, on and near Tillson Avenue, in the industrial park and in Pleasant Gardens. The paving bond has been expended except for \$335,000, which has been set aside for pavement overlay in the South End neighborhood in connection with the combined sewer-storm water separation project (CSO). Future paving projects in the City will need to be approved through the annual budgeting process.

The Public Works Department uses the Road Surface Management System (RSMS) to set priorities for paving components of the City's annual CIP. RSMS was established by MDOT to help municipalities "more cost-effectively manage their road systems. RSMS consists of a road inventory, a road surface conditions survey, a summary of estimated costs for repairs on each road, and a prioritized listing of road repair strategies on all local roads. The system's design facilitates collection of the data by community personnel and supports local data processing."<sup>2</sup> The 1998-2003 CIP contains the following statement and estimates of costs for various levels of maintenance on roadways:

"Maintenance is far less expensive than re-construction.

Cost estimates:

- \$0.75 per square yard for light maintenance
- \$3.06 per square yard for re-surfacing
- \$6.48 per square yard for re-claiming and paving
- \$40.50 per square yard for full reconstruction."

## Traffic Volumes

The Maine DOT takes frequent counts of traffic. Within Rockland, extensive counts were taken in 1984, 1992, and 1997. Less complete counts were taken in 1987, 1989, 1990, and 1995. The 1997 count is the most recent available in 2000. Although traffic in the Mid-Coast area varies with the seasons, all traffic is calculated as Average Annual Daily Traffic (AADT).

**Route 1:** The 3.21 mile stretch of Route 1 in Rockland is the City's major arterial carrying the highest daily volume of traffic. In 1997, the AADT along Route 1 in Rockland ranged from a low of 10,920 vehicles per day, north of the intersection of Park and Main Streets, to a high of 21,160 on Camden Street north of Maverick Street. Traffic volumes rose by 10% to over 55% from 1984 to 1997.

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<sup>2</sup> 20 Year Statewide Transportation Plan. Part I. Maine Department of Transportation, January 1995, page 81.

## Transportation

However, there were some declines between 1992 and 1997, though Camden Street traffic increased over 24% during this period. See Table 8-1.

**Route 1A:** Route 1A, which is 1.57 miles long, provides an alternative route to Route 1's course through Main and Union Streets in Downtown Rockland. In 1997, the AADT along Route 1A in Rockland ranged from a low of 8,680 vehicles per day on Birch Street, east of the intersection with North Main Street, to a high of 11,590 on Maverick Street, northwest of the intersection with Camden Street. Traffic volumes rose by 19% to 40% from 1984 to 1997. Increases between 1992 and 1997 ranged from under 10% to just over 19%. See Table 8-1.

**Route 17:** Route 17 includes 2.51 miles of roadway in Rockland. In 1997, traffic volumes ranged from 3,730 to 8,990 vehicles per day. From 1984 to 1997, the AADT increased from about 20% to almost 65%. Changes from 1992 to 1997 ranged from a decrease of about 2% to an increase of about 12%. See Table 8-1.

**Route 73:** Route 73, known as South Main Street, covers 0.88 mile in Rockland. In 1997, traffic volumes ranged from 8,220 to 11,400 vehicles per day, with the highest volumes recorded south of Park Street. From 1984 to 1997, the AADT increased from 39% to almost 49%. From 1992 to 1997, increases ranged from 14% to 29%. See Table 8-1.

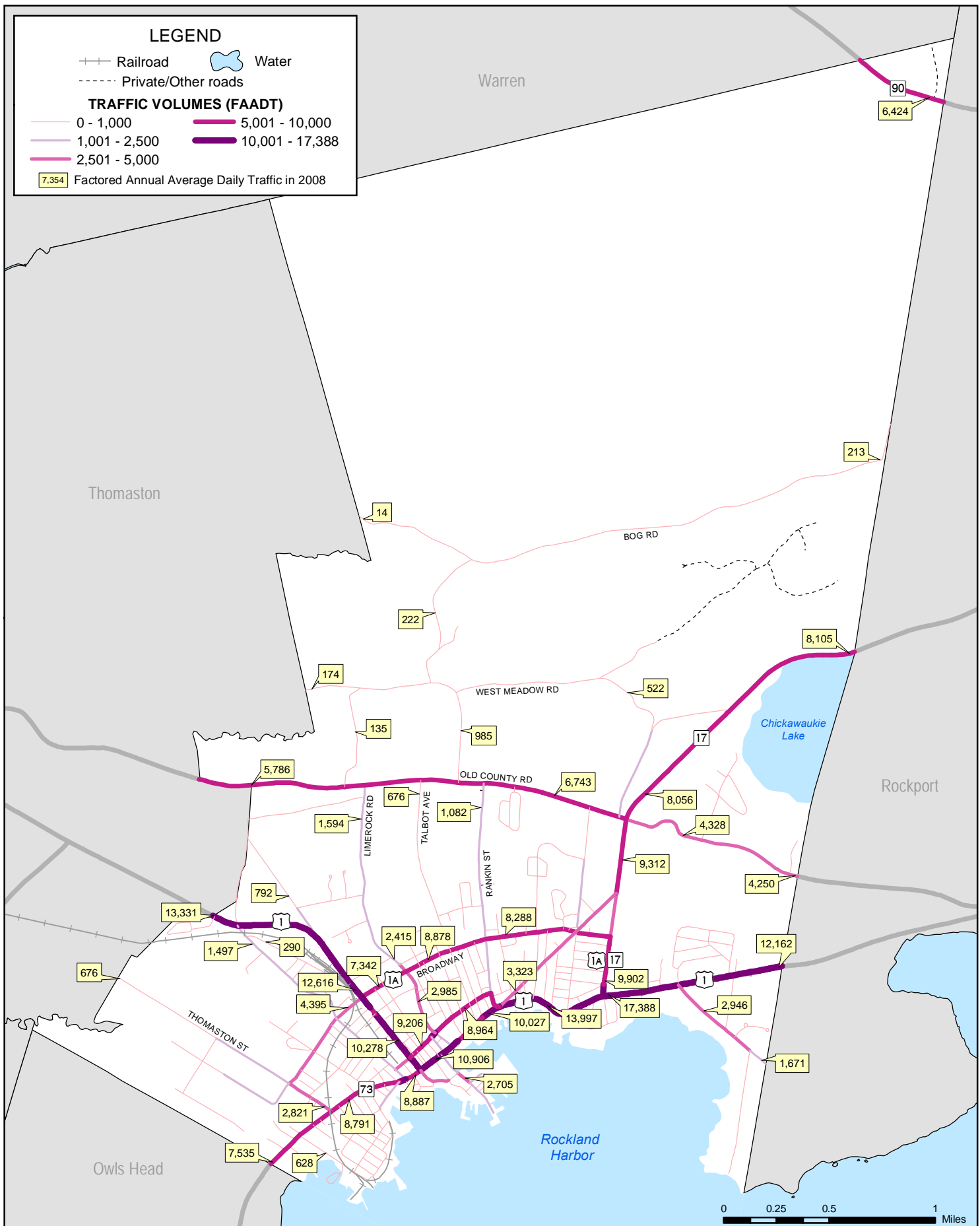
**Route 90:** Only 0.44 miles of Route 90 is located in Rockland. In 1997, the AADT on Route 90 in the towns of Warren and Rockport, on either side of the roadway in Rockland, ranged from 5,220 to 6,270 per day. The count near the Rockland/Rockport Town Line almost tripled from 1984 to 1997, recording a 178.7% increase. The traffic count in Warren increased by over 35% from 1992 to 1997. See Table 8-1.

**Old County Road:** Old County Road begins at Route 1 in Thomaston, passes through part of Rockland crossing Route 17, and continues into Rockport, where it rejoins Route 1. It is used regularly by local residents to bypass traffic through Rockland or to access Route 17 and Chickawaukie Lake. In 1997, the AADT was 6,040 vehicles per day. From 1984 to 1997, the AADT almost doubled, an increase of 99.3%. See Table 8-1.

Transportation

Table 8-1

Summary of Average Annual Daily Traffic					
Roadway	1992 Count	1997 Count	2000 Count	% Change 92- 97	% Change 97-00
<b>U. S. Route 1</b>					
New County, W of Payne	13,380	13,380	--	0.0	--
Park, W of Broadway	13,040	13,350	12,800	2.4	-4.2
Park, E of Broadway	11,570	10,690	--	(8.1)	--
Park, W of Union	10,850	11,150	--	2.8	--
Park, W of Main	12,810	12,210	--	(4.9)	--
Main, N of Park	11,030	10,920	--	(1.0)	--
Main, S of Rankin	12,000	13,910	--	15.9	--
Main, N of North Main	15,390	--	16,010	--	--
Camden, S of Maverick	12,940	15,300	--	18.2	--
Camden, N of Maverick	17,020	21,160	--	24.3	--
<b>U. S. Route 1-A</b>					
Broadway, N of Park	8,270	9,130	8,920	10.4	-2.3
Broadway, S of Rankin	--	11,110	10,200	--	-8.1
Broadway, N of Rankin	--	11,570	10,410	--	-10.0
Broadway, S of Broadway Ex	9,290	9,500	--	9.5	--
Birch, E of North Main	7,290	8,680	7,540	19.1	-13.1
Maverick, NW of Camden	10,340	11,590	--	12.1	--
<b>Route 17</b>					
North Main, N of Main	--	3,730	3,540	--	-5.1
North Main, S of Broadway Ext./Birch	3,700	3,830	3,980	11.7	3.9
North Main, N of Broadway	3,940	--	--	--	--
North Main, S of Maverick	4,400	4,300	4,700	(2.3)	9.3
Maverick, NW of No. Main	8,390	8,990	9,190	7.2	2.2
<b>Route 73</b>					
South Main, S of Park	8,840	11,400	--	29.0	--
South Main, Owls Head TL	7,210	8,220	--	14.0	--
<b>Route 90</b>					
Warren, NE of Rte 131	3,860	5,220	--	35.5	--
Rockland/Rockport Town Line (SW Rte 17)	--	6,270	--	--	--
<b>Old County Road</b>					
E of Sherers Lane (NE of Talbot)	--	6,040	--	--	--



## TRAFFIC VOLUMES

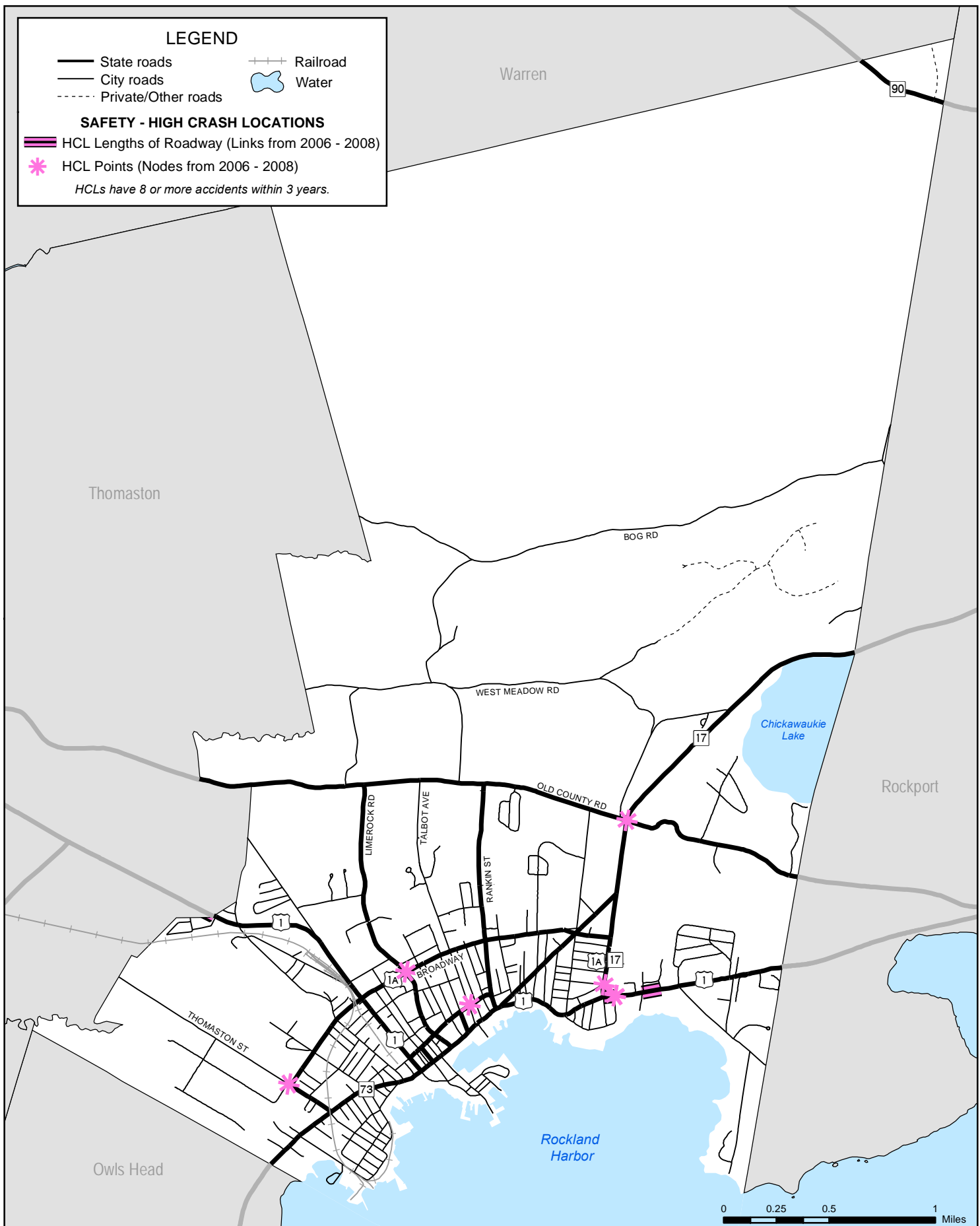
Prepared as part of the Gateway 1 amendments to the comprehensive plan.

## CITY OF ROCKLAND

Map created: October, 2010  
 Map prepared by LatLong Logic, LLC  
 Sources: City of Rockland, MEDOT and MEGIS



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## HIGH CRASH LOCATIONS

Prepared as part of the Gateway 1 amendments to the comprehensive plan.

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Map revised: November 19, 2010  
 Map prepared by LatLong Logic, LLC  
 Sources: City of Rockland, MEDOT and MEGIS



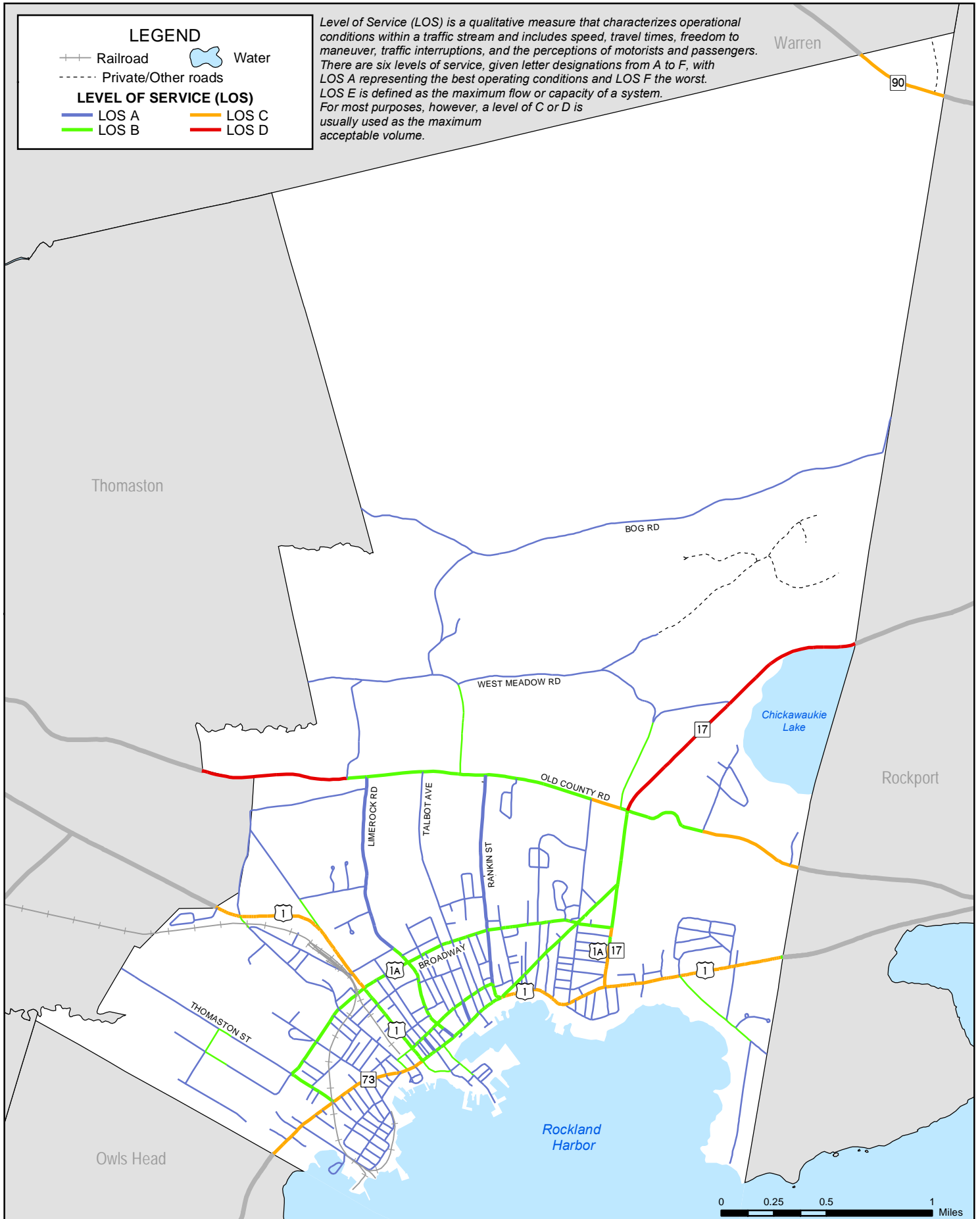
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## LEGEND

- +—+— Railroad
  - Private/Other roads
  -  Water
- LEVEL OF SERVICE (LOS)**
- LOS A
  - LOS B
  - LOS C
  - LOS D

Level of Service (LOS) is a qualitative measure that characterizes operational conditions within a traffic stream and includes speed, travel times, freedom to maneuver, traffic interruptions, and the perceptions of motorists and passengers. There are six levels of service, given letter designations from A to F, with LOS A representing the best operating conditions and LOS F the worst. LOS E is defined as the maximum flow or capacity of a system. For most purposes, however, a level of C or D is usually used as the maximum acceptable volume.



## LEVEL OF SERVICE

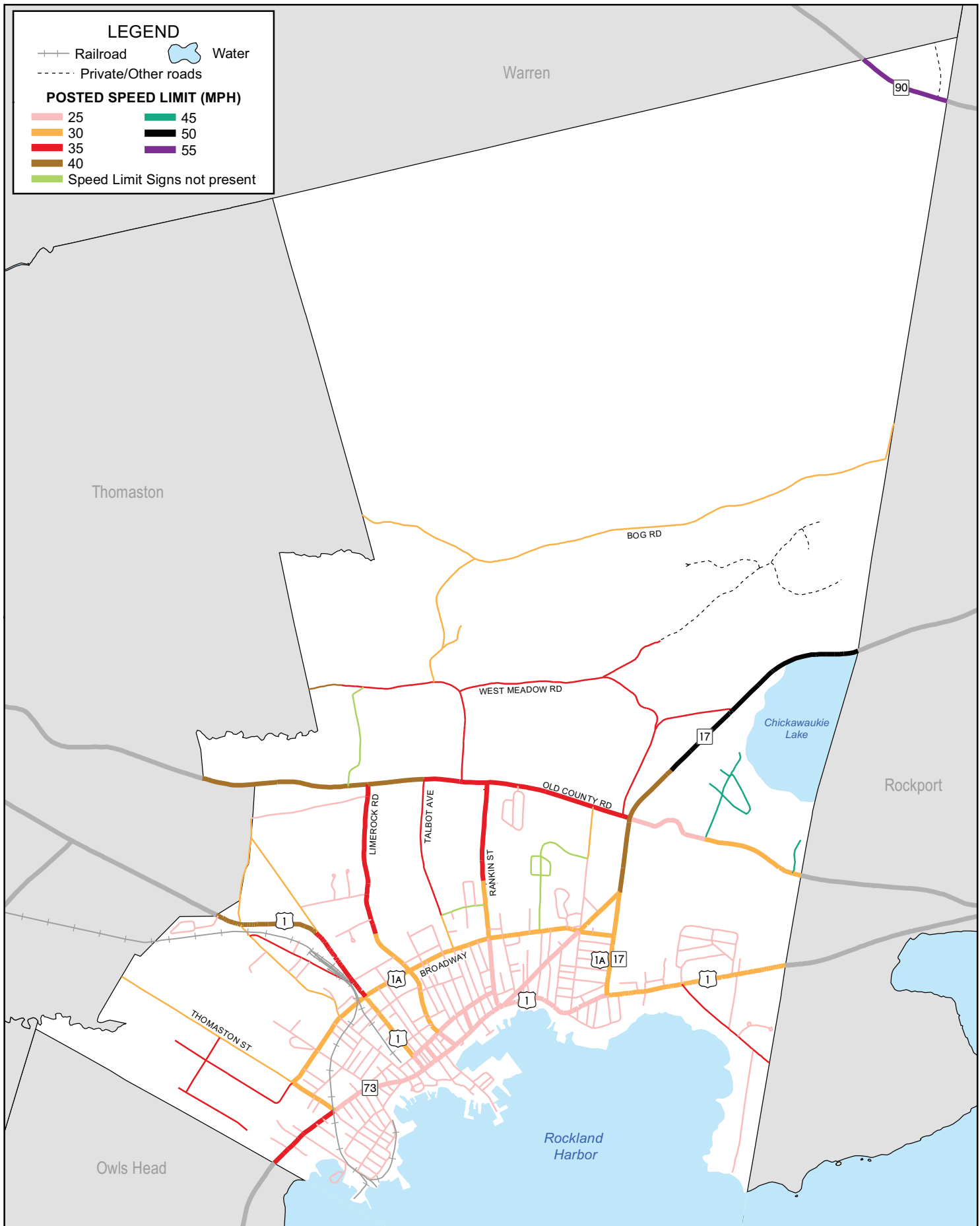
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## POSTED SPEED LIMITS

Prepared as part of the Gateway 1 amendments to the comprehensive plan.

**CITY OF ROCKLAND**

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 Map prepared by LatLong Logic, LLC  
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## Truck Routes

Rockland does not have any designated truck routes. There are, however, some roads that are posted during the spring freeze/thaw cycle. These include Mountain Road, Bog Road, West Meadow Road, and Sherers Lane. In addition, five roads are permanently posted with a five-ton weight limit to exclude through traffic by large trucks. They are Crescent Street, Pleasant Street (from Union Street to Belvedere Street), Luce Street, Atlantic Street, and Field Street. Thompson Meadow Road is posted for a 21-ton weight limit imposed by the bridge over Meadow Brook.

Presently, trucks traveling between Route 1 and the Industrial Park have to use Broadway, which passes two schools and a residential neighborhood. An industrial park access road from Pleasant Street to Thomaston Street, to provide a more direct linkage to the park and reduce truck travel through the residential neighborhoods, was under consideration by the City Council in late 2000. The preferred location of the road is between the Ferraiolo Construction Company property and the ball park on Pleasant Street, running southerly about one half mile to intersect Thomaston Street directly across from Moran Drive in the Industrial Park. The estimated cost of the road is \$1,300,000.

An alternative truck route from the Industrial Park to Route One via Buttermilk Lane is now being considered.

## Future roadway improvements

MDOT's Draft *Six-Year Transportation Improvement Plan, Fiscal Years 2002-2007*, October 2000, lists the following highway reconstruction projects in, or immediately adjacent to Rockland as part of Division 5 (Knox, Lincoln, Sagadahoc and Waldo Counties):

1. Thomaston, Route 1, begin 0.2 miles west of Old County Road to 0.1 miles west of Rockland/Thomaston Town Line, 1.89 miles long.
2. Rockland, Owls Head, So. Thomaston and St. George; Route 73, begin at Route 1 in Rockland southwest to Route 131, 10.74 miles long.
3. Old County Road, Rockland and Rockport, begin at Route 17 in Rockland northeast to Route 1 in Rockport, 2.03 miles long.

The largest increases in traffic since 1984 have been experienced on Camden Street from the vicinity of Maverick Street north to the Rockport Town Line, where volumes have increased by from 5470 to 7230 AADT (over 50% increases). In 2000, the Maine DOT agreed to study the synchronization of traffic lights on this road to improve traffic flow.

Route 90, with a percentage increase of almost 180%, had the highest percentage increase, but its 1997 AADT of 6,270 was comparable to the increase in AADT experienced on Camden Street. Similarly, Old County Road had a percentage increase of almost 100%, but the 1997 AADT was 6,040, comparable to the increase in AADT on Camden Street.

There have long been concerns by Downtown businesses over congestion on Main Street. The City had long advocated the idea of a bypass along the waterfront, behind many Main Street businesses. However, on May 4, 2000, Maine DOT Commissioner John G. Melrose informed City Manager, Thomas Hall, that such a bypass was not justifiable due to its cost to benefit ratio and that the MDOT would do no further study of the concept.

Main Street has been narrowed by widening the sidewalks in various places to better accommodate pedestrians and allow for landscaping and street furniture. This has also resulted in a loss of some on-street parking spaces. Trucks making deliveries to Main Street businesses must often stop in the travel

lanes. This causes significant delays to traffic. However, lack of alternative truck access to many of these businesses, few loading zones (which, if established, would remove further on-street parking spaces) and the need for deliveries throughout the business day, make this problem difficult to solve.

## Parking

Downtown parking problems were identified in the *Mini Route 1 Corridor Study* and the September 1994 *Regional Transportation Advisory Committee (RTAC) Region 5 Advisory Report to MDOT*.

In the Downtown, parking is available along Main Street, on some of the connecting streets between Main and Union Streets and in municipal and private parking lots. On-street parking is limited and, in places on Main Street, unsafe because of general traffic congestion. Off-street parking is sometimes not visible, conveniently located, or attractive.

The Quality Main Street grant that the City received from the State focused on this issue. The *March 1996 Downtown Revitalization Strategies* recommended the following parking improvements:

- Limerock, School, Museum Street Area: Consolidate private/public parking space in one large lot.
- Elm Street/Farnsworth Area: Study the potential of this area as a single parking lot rather than two streets split by parking.
- Fisherman's Memorial Park/Lobster Festival Site (Public Landing): Develop a new parking lot, west of the Chamber building where it is most out-of-sight and away from the waterfront.
- Main/Winter/ Park Drive/Tillson Avenue: Investigate establishing additional parking (private/public) in these areas.
- Treatment Plant Area: Redesign this City-owned parking lot in order to accommodate more vehicles.
- Lermond's Cove: Acquire property in order to provide parking for Main Street buildings.

In addition to the Downtown parking issues, the City has recognized the need to develop parking standards for its land use ordinance. The City Council adopted a Parking Ordinance on March 13, 2000, effective April 12, 2000.

The first two recommendations were achieved through a land swap between the Farnsworth Museum and the City. The lot between School and Limerock Streets is now a free public lot with some spaces reserved for permit holders. The Farnsworth, as part of its recent expansion, has also developed private parking lots west of Union Street. The parking area at the Public Landing is now paved and striped, as is the public lot between Winter Street and Tillson Avenue. A recent donation to the City of land adjoining the public lot between Winter Street and Tillson Avenue created a total area of .56 acre of public parking to replace spaces lost on Main Street. Access to the public lot near the Treatment Plant has been made safer and the pavement striped to increase capacity. There is diagonal on-street parking on Tillson Avenue next to the Treatment Plant. Parking for the ferry terminal was significantly expanded when the terminal was rebuilt in 1996. With the cooperation of the Maine State Ferry Service, some of this area could support a parking deck if increased public parking were desired.

The *US Route 1 Mid-Coast Transportation Study* was completed for the MDOT in 1993 to evaluate the range of potential actions, short of building significant new capacity, to address existing and future traffic conditions along Mid-Coast Route 1. The study focused on ways of reducing travel demands (transportation demand management or TDM) and enhancing management of the roadway system (transportation systems management or TSM). The study found that "In the year 2005, between Rockland and Lincolnville, all proposed TDM measures have the greatest potential to flatten the

## Transportation

demand curve and reduce traffic to a level approaching the capacity of Route 1.” The study suggested the following corridor-wide actions, which are relevant to Rockland’s comprehensive planning effort. *These suggestions are shown for informational purposes only and do not necessarily reflect the recommendations of this comprehensive plan.*

1. Initiate a regular, fixed route intercity bus service between Portland and Belfast (high implementation feasibility - assumes expansion of an existing transit provider);
2. Initiate a regional ridesharing program for the formation and promotion of car pools and van pools (high implementation feasibility);
3. Upgrade the entire length of Route 1 between Bath and Belfast to better accommodate bicycle and pedestrian travel;
4. Construct 4 to 6-foot wide shoulders in developed areas (where no sidewalks exist) as resurfacing or reconstruction projects occur;
5. Implement a comprehensive traveler information and signage improvement program;
6. Discourage “strip” development;
7. When funding improves, consider giving priority to transportation projects that help concentrate growth and economic development in designated growth areas;
8. Initiate corridor-wide access management programs to control the proliferation of driveways along the corridor;
9. Promote driveway, site design, and development standards along Route 1;
10. Enact corridor-wide standards for scenic turnouts, landscaping, signs, and lighting;
11. Require or encourage large employers to initiate trip reduction programs to reduce congestion and air pollution;
12. Require or encourage towns to impose access impact fees;
13. Establish a Bath to Belfast Corridor-Transportation Commission to coordinate transportation and land use planning;
14. Encourage towns to keep their growth areas near to, but not on, Route 1 so as to avoid more strip commercial development;
15. Include provisions in local comprehensive plans that promote higher density, mixed use development around existing centers; and
16. Enact local ordinances that provide incentive for developers to create bike and pedestrian ways and mixed uses, in the village areas.

Perhaps the most important item mentioned above is No. 13, which has been accomplished on a State-wide basis by the establishment of Regional Transportation Advisory Committees (RTACs). These committees, supported by Maine DOT and regional planning commission staffs, have provided local and regional input to MDOT in planning for transportation improvements in all modes. Many of the other recommendations above are being addressed by the MDOT in response to concerns of the various RTACs. Rockland is represented in RTAC 5, which includes Waldo, Knox, Lincoln, and Sagadahoc Counties plus the Cumberland County towns of Brunswick and Harpswell.

## SYSTEM MANAGEMENT PROGRAMS

### Safety

Over 39,000 motor vehicle crashes occurred in 1999 on Maine's public roads, involving nearly 94,600 people. These crashes resulted in 175 fatalities, over 7,500 known injuries, and more than 8,700 possible injuries. The estimated cost of these crashes exceeded \$1.2 billion. These crashes affect literally every family in Maine, either through personal losses or increased insurance rates.

Historically, the number of crashes occurring on Maine roads has increased as traffic volume has increased though the crash rate and fatality rate have declined. For the period 1998-1999, the number of crashes has also decreased. Improved road design, vehicle safety features, and public awareness of safety issues have all contributed to the declines both in the crash rate and fatality rate.

The *20-Year Plan* recommends four strategies to improve the safety of Maine's transportation system:

- Apply safety management principles;
- Increase public awareness of safety issues;
- Identify existing and potential safety problems; and
- Address physical features contributing to safety problems.<sup>3</sup>

### Accidents

The Maine DOT uses a system of Nodes and Links to store and analyze accident information. Nodes are intersections, major bridges, railroad crossings, and other locations on a road. Links are the segments of roads between Nodes. A Node or Link is considered to have a safety deficiency if it experiences at least eight accidents in a three-year period and has a Critical Rate Factor (CRF) greater than one. (The Critical Rate Factor is a measure of the number of accidents that would be expected given the traffic at a Node or Link. A CRF greater than 1.00 indicates that there are more accidents than would be expected, designated as a High Accident Location.) All of the following High Accident Location information is from the *Maine Department of Transportation High Accident Location Listing 1997-1999*.

**Route 1:** The following locations on Route 1 are High Accident Locations:

1. Park Street, from Union Street to Main Street;
2. Main Street, from Summer Street to Talbot Avenue;
3. The intersection of Union Street and Talbot Avenue;
4. The intersection of Main and North Main Streets;
5. The intersection of Lindsey Street and Main Street;
6. Main Street from the intersection of North Main Street to Cottage Street;
7. Camden Street from the intersection of Philbrick Avenue to Waldo Avenue; and
8. Camden Street from the intersection of Maverick Street (Route 1A) to Washington Street.

**Route 1A:** Route 1A has one High Accident Location:

1. The intersection of Broadway and Talbot Avenue.

**Route 73:** Route 73 has one High Accident Location:

1. The intersection of Thomaston Street with South Main Street.

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<sup>3</sup> *Six Year Transportation Improvement Plan 2002 – 2007*, Draft, October 2000, page 29.

**Broadway:** Broadway south of Park Street (Route 1) has one High Accident Location:

1. The intersection of Pleasant Street and Broadway.

The Maine DOT allocates about \$2.5 million annually to physically improve high accident locations. These are analyzed on a statewide basis to correct the most critical locations first, based on CRFs, personal injuries and benefit-cost ratios, to the limits of available funding. This is 90/10 funding, with 90% coming from Federal taxes. Detailed computer analysis, including accidents involving pedestrian injuries, are available from the MDOT. The MDOT cooperates with municipalities in correcting these high accident locations.

## PASSENGER TRANSPORTATION

The Maine DOT's Office of Passenger Transportation's (OPT) responsibilities extend to air transportation, marine transportation (including the Maine State Ferry Service), Park & Ride Programs, pedestrian and bicycle transportation, passenger rail transportation, local public transit, intermodal facilities and intelligent transportation systems.

### Knox County Regional Airport

Knox County Regional Airport (RKD), in Owls Head, is located just ten minutes from the center of Rockland. The *National Plan of Integrated Airport Systems* designates RKD a commercial service airport. In addition to serving the needs of general aviation, it receives scheduled air service from regional/commuter airlines. U. S. Airways Express provides scheduled service for passengers and small parcels to Boston's Logan International Airport. Some flights are routed via Augusta or Trenton (Bar Harbor); others are direct to and from Boston. Telford Aviation provides local air charter service, including airfreight, United Parcel Service and mail service to the islands of Matinicus, Islesboro, Vinalhaven, and North Haven. Downeast Air is the Fixed Base Operator, providing fuel, maintenance and hangars. Telford Group also provides fuel, and limited maintenance and catering service to transit aircraft. The Knox County Flying Club has its base here and aircraft associated with the Owls Head Transportation Museum also use the airport.

Rental vehicles are available at the airport from Budget Rent-A-Car.

The airport was constructed as a Works Progress Administration project, sponsored by the City of Rockland, in 1939. Beginning in 1941, the airport was taken over by the Navy and served as a satellite training facility to Brunswick Naval Air Station during World War II. The City of Rockland assumed ownership in 1946 and it was transferred to the Knox County Commissioners in 1968. The approximately 538-acre airport is located mostly within the Town of Owls Head, with a small portion in South Thomaston. It includes some off-site parcels purchased for environmental mitigation, including noise control. Runways consist of a 5,000' X 100' primary 13-31 runway and the 4,000' X 100' secondary 03-21 runway. In 1997, RKD had 69 aircraft based there.<sup>4</sup> In 1997, Knox County Regional Airport had 15,192 passenger enplanements<sup>5</sup>.

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<sup>4</sup> Knox County Regional Airport, Master Plan Update, May 2000, page 2-5.

<sup>5</sup> Ibid., page 2-12.

## Transportation

The State's designation of Knox County Regional Airport as an economic development airport focuses limited funding for runway extensions, precision instrument approaches, and other improvements to support statewide and local economic development objectives. The Instrument Landing System for runway 13-31 was completed in 1995 when the runway was extended to a length of 5,000 feet and equipped with a variety of navigational aids, making air traffic safer.

Recommended future improvements at the airport include: repair and rehabilitation of both runways and the existing aircraft parking apron, extending Taxiway "A", grading of the Runway 3 safety area, reconstructing the access road, constructing a new terminal building, and constructing additional spaces for both aircraft and vehicle parking.<sup>6</sup> Many of these "landside" facilities will be constructed only if the demand for them develops in the future.

### Emergency Air Service

Telford Aviation provides both fixed wing and helicopter medical evacuation services using aircraft based at Owls Head. There is a helipad located at Penobscot Bay Medical Center in Rockport.

### Marine Highway

The OPT is working with the communities of Portland, Bangor, Bath, Boothbay Harbor, Rockland, Eastport and Bar Harbor to develop the shoreside facilities for various marine services including high speed ferries, water taxis, and cruise ships. This effort will include providing intermodal connectivity, whenever feasible.

### Maine State Ferry Service

The Maine State Ferry Service (MSFS) terminal at Lermond's Cove maintains year-round service to the islands of North Haven, Vinalhaven, and Matinicus. In fiscal year 2000, the Ferry Service in Rockland transported 196,139 passengers, 58,382 vehicles, and 3,005 bicycles (all one-way trips). Schedules are significantly expanded during the summer months to meet peak recreational demand. Four vessels are operated out of the Rockland terminal: the 1968 *Governor Curtis* (250 passengers, 17 autos), the 1993 *Captain Charles Philbrook* (250 passengers, 17 autos), the 1993 *Captain Neal Burgess* (250 passengers, 17 autos), and the 1959 *North Haven* (125 passengers, 9 autos). The 1960 *Everett Libby* (175 passengers, 12 autos) serves as a spare boat. Ferry traffic has increased so that the FY 2000 yearly weekday capacity of the island-based boat on the Vinalhaven run was 86.5%, followed by 77.6% for the mainland-based boat, 71.5% for the North Haven boat and 57.1% for the Matinicus boat. June, July and August 2000 weekday capacities for the island-based Vinalhaven boat exceeded 90%.

For FY 2000, operating costs for the entire Maine State Ferry Service were \$5,001,432, with \$2,620,295 covered by revenues (52.4%). Of the revenues, \$2,442,781 (93.2%) were from fares and an additional \$58,223 (2.2%) were from parking fees. Island based round-trip fares are set at about 50% of mainland fares. Capital costs for the MSFS are completely subsidized by the State and Federal governments. As a result, travel from the islands is inexpensive. The policy of low fares was established early in the 1960s to help preserve year-round communities on the islands.

The State's investment in the Ferry Service in Rockland is substantial and is expected to continue, subject to continued support by Maine's voting public. The State invested \$2.5 million in the

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<sup>6</sup> Ibid., Executive Summary, page ES-1.



## Transportation

construction of a new 8,740 square foot, one-story, frame terminal, including offices and waiting room, and substantially increased parking and other improvements, completed in 1996.

The State's FY 2000-2001 TIP includes \$5,000,000 to design and upgrade the existing single transfer bridge at the terminal with two transfer bridges and improvements to the fixed pier. These improvements will allow for increased vessel handling capabilities and double the ability to move traffic efficiently through the facility. This project is dependent on award of Ferry Boat Discretionary funds by the Federal Highway Administration and/or general obligation bonds. The TIP also designates \$300,000 for the design and construction of a new ferry facility at Matinicus. A 20 car ferry has been designed as a replacement for the *Governor Curtis*, however the anticipated \$5,000,000 construction cost does not appear in the current two or six year TIPs.

A small, privately operated boat, for passengers only, runs from the MSFS wharf in Rockland to Matinicus during the summer months. The Ferry Service does not have any information on this seasonal boat service. A larger privately owned vessel, the *Island Transporter*, is designed to operate from MSFS terminals and is used to supplement the State owned ferries, particularly for the movement of construction equipment, materials, etc.<sup>7</sup>

### Other Ferry Services, Cruise Ships

Rockland is under study by the OPT as a location for ferry service linking Portland, Boothbay Harbor, Rockland and Bar Harbor (Acadia National Park). The Department of Transportation has selected Atlantic Point in the South End of Rockland as a possible site for a high-speed ferry terminal. This site was chosen because it has adequate water depth to accommodate the size vessels anticipated, proper zoning, and direct access to a rail line.

MDOT's Strategic Passenger Transportation Plan proposes the operation of two high speed ferries that would take tourists from Portland to Bar Harbor, serving Acadia National Park. The new vessels could potentially ease traffic on coastal highways, reduce pollution, and attract more out of state tourists. One ferry would take travelers from Portland to Boothbay Harbor and on to Rockland. The second vessel would take passengers from Rockland to Bar Harbor. As planned, each ferry would make two round trips a day. The service would probably be run by a private operator. The State is working with the communities on the proposed route to provide the necessary shore facilities, with intermodal connections where possible.

The ferry, coupled with the return of passenger train service, is part of the MDOT's *Explore Maine* plan to promote a seamless transportation system in which a visitor to Maine, or a Maine traveler, can board a train in Boston, travel to a rail station in Rockland, transfer to the ferry, and step off at Bar Harbor to visit Acadia National Park.

Occasionally during the summer season, smaller cruise ships will make port calls to the City of Rockland.

### Sidewalks and Pedestrian Ways

Consistent with Rockland's urban settlement pattern, "most of the streets in the built up section of Rockland were created by the 1870's and were densely developed on small lots typical of an era when

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<sup>7</sup> Leroy Sawtelle, Manager. Maine State Ferry Service, personal communications, Nov. 21, 27, 2000.

## Transportation

most local travel was on foot.”<sup>8</sup> The area served by sidewalks is bounded, generally, by Birch Street and Broadway to the west, Maverick Street to the north, Holmes Street and Crescent Street to the south and Main and Camden Streets to the east. The North End has no sidewalks east of Camden Street, but some streets in the South End have sidewalks. Many of the streets between Broadway and Birch Streets and Main and Camden Streets have sidewalks. A sidewalk on the east side of Camden Street extends from Washington Street to the Rockport Town Line. In the South End, a sidewalk extends on the east side of Main Street from Park Street to Region 8 Vocational Center. The *Mini Route 1 Corridor Study* noted, “Sidewalks have been neglected in all four towns of the study area, and are of particular concern in Rockland.” Specifically, the study noted a need for:

- enforcement of law that requires motorists to stop for pedestrians in crosswalks in Downtown Rockland,
- a crosswalk and better curbing near the former Courier Gazette building, and
- improved vigilance on the part of pedestrians crossing side streets adjacent to Union Street (looking back for turning traffic).

Other areas identified as needing improvement include:

- more handicap accessible ramps;
- sidewalks to parks in the Downtown area, the Marie Reed Breakwater Park, and Johnson Memorial Park (Chickawaukie); and
- sidewalks from Old County Road toward the developed areas of the City.

Several Downtown crosswalks in Rockland have traffic cones located on them except when streets require plowing. Recent sidewalk improvements have included ramps for handicapped access. However, some sidewalks remain obstructed by utility poles.

Some recreational facilities cited in the study still lack sidewalks. Johnson Memorial Park (Chickawaukie Lake), Kenniston Ball Field (Jay Cee Park), and Marie H. Reed Park (Rockland Breakwater) have no sidewalks connecting them to major residential areas. Residential areas along and west of Old County Road are not served by sidewalks. Only Cedar Street has a sidewalk connecting Old County Road with Broadway. The Middle School/South End Elementary School campus is poorly served by sidewalks. Not all recently constructed subdivisions have sidewalks, and those that do are not connected to any other sidewalks. No sidewalks connect City Hall to the residential neighborhoods.

The City identifies sidewalk improvement needs in three ways: as roadways are scheduled for maintenance, based on calls from the public, and through observation by Public Works personnel. Sidewalk improvements are funded and scheduled through the City’s five-year Capital Improvements Program (CIP). The 1997-2002 CIP included \$44,500 in 1998 for Main Street sidewalks as part of the installation of new street lighting on Main Street. In 1999, 2000, and 2002, \$150,000 annually was allocated to roads and sidewalks. The 2001 amount for roads and sidewalks was \$2,000,000, financed by a City bond issue.

### Rockland Harbor Trail

The City had previously secured \$80,000 in federal Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) funds, to be matched by \$20,000 in local funds, for construction of a portion of Harbor Trail. The first section of this waterfront multimodal (pedestrian and bicycle) paved way, from

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<sup>8</sup> *Rockland Comprehensive Plan*, op. cit.

the South End to Sandy Beach, was scheduled for construction in the fall of 1995, but was not done. In the summer of 1999, the Harbor Trail was delineated by a blue painted line on roads and sidewalks connecting Snow Marine Park in the South End with Marie H. Reed Park near the Breakwater. In 2000, this ISTEA funding was used to construct a sidewalk on the east side of Main Street from the Maine State Ferry Terminal to a point just northerly of Cottage Street, a \$90,000 project, 80% ISTEA funded with a 20% local match. The work was done by the Maine DOT and the new sidewalk was integrated into the Harbor Trail. Perhaps the most exemplary portion of the Harbor Trail is the boardwalk built by MBNA along their waterfront property. Open to the public during daylight hours, it has already proven popular with residents and visitors alike.

### **Bikeways**

The Maine DOT defines four types of bikeways, each accomplishing a distinct function:

- the neighborhood network providing access to educational, recreational, and residential areas, as well as commercial destinations frequented by children and casual bicyclists,
- the local network connecting destinations within communities which are outside the neighborhood but within easy bicycling distance,
- the regional network providing connections among local networks, and
- the statewide network connecting the Maine intrastate network with existing and planned interstate and international networks.

The only bicycle route in Rockland, marked by shoulder striping and signs, runs on Route 17 from Old County Road to Johnson Memorial Park on Chickawaukie Lake. In 1999, each Regional Transportation Advisory Committee (RTAC) formed a Bicycle Subcommittee to study the needs for bicyclists. In January 2000, the MDOT adopted a new “Shoulder Surface Type Policy” containing criteria for determining when a highway will be receiving paved shoulders. In the summer of 2000, the City responded to a proposal for the East Coast Greenway, a proposed bicycle/walking path from Maine to Florida, by recommending a minor route change through the City. The Greenway would extend northward from Rockland via Route 17 and southward via Route 73. In 2000, the City also applied to MDOT for \$24,000 in planning funds to prepare a comprehensive study of local bicycle and pedestrian routes within Rockland, supported by the City Council and the Ad Hoc Rockland Cross-Town Bicycle Path Committee.

### **Passenger Rail Transportation**

Since 1871, when rails first reached Rockland, both passengers and freight were carried over the line from Woolwich, terminal for the train ferry to Bath. The Carlton Bridge replaced the ferries in 1927. During 2000, the line was operated primarily for freight service, which will be discussed in a later section. However, the Maine DOT’s *Explore Maine* plan envisions future use of the Rockland Branch for passenger as well as freight service.

The Knox and Lincoln Railroad was completed to a station in the vicinity of the roundhouse and turntable near Park Street in 1871. Following completion of the branch through the South End to the steamboat pier, the line was extended to freight and passenger stations at Pleasant and Union Streets in 1886. A brick passenger station was constructed in 1917-1918, replacing the 1886 station, and served until April 4, 1959 when passenger service ended on the Rockland Branch. It later was used as Rockland’s City Hall.

## Transportation

In 1987, the State purchased the 56.52-mile Brunswick-Rockland line from the Maine Central Railroad. The line had not been used for passenger service since 1959 and had been maintained only for slower freight service. Since the MDOT's *Explore Maine* plan contemplates passenger service on the Rockland Branch, it will require rehabilitation for that service. Total capital improvement needs for the entire 57-mile line are estimated at \$33 million; about \$1.875 million had been invested as of October 12, 2000. Rehabilitation of the long trestle in Wiscasset was completed in August 2000 and clearing of brush along the entire line and other bridge repairs were completed in September 2000. Completion of the upgrading of the Rockland Branch is scheduled for October 2002.

The Maine Coast Railroad operated summer-season tourist trains between Wiscasset and either Bath or Newcastle from 1992 through 2000. A Rockland to Warren sightseeing run had generally been scheduled a couple of times each year. In early 2001, the future of regional sightseeing trains on the Rockland Branch is unknown.

The return of passenger service to the railroad has been the topic of much discussion and speculation throughout the 1990s. In early 2002, Amtrak passenger service between Portland and Boston was restored and has exceeded ridership and income expectations. Extension of that service from Portland to Brunswick is anticipated, with the additional possibility of extending service from Brunswick to Rockland. Service along the Rockland branch was discussed at an MDOT meeting held in Damariscotta on October 12, 2000. Because two State-owned corridors link Brunswick and Rockland, it presents a unique opportunity to coordinate the use of road and rail. The primary benefits are seen as potential reduction of congestion on Route 1 from tourist and commuter traffic and creation of a direct rail/ship link in Rockland with a proposed high-speed ferry service. Thus, Rockland could serve as the eastern terminus for two types of rail passenger service, commuter service to Bath and Brunswick, with connections at Brunswick to Amtrak routes or other commuter services, and tourist-oriented services to connect with high-speed ferries.

The City of Rockland has participated in the planning for passenger rail service and has the opportunity to ensure that a plan beneficial to the City is agreed upon by MDOT and any future operators of rail passenger and high speed ferry services.

### Coastal Trans

Coastal Trans, Inc. (CTI) has served Rockland and the Mid-Coast area for a number of years with the use of vans, volunteer drivers who use their own vehicles, and a "Family and Friends" Program, in which the clients either drive themselves or are driven by a family member or friend. CTI is a nonprofit corporation designated by MDOT as the Region 5 Transit Provider for residents of Knox, Lincoln, and Sagadahoc counties and the towns of Brunswick and Harpswell. They have their main office in Rockland, with a second office in Bath. CTI's mission is to provide non-emergency public transportation services to the low income, elderly, disabled, and "at risk" children.

Most services are offered on a 24-hour demand-response basis at least once per week, with many communities receiving services up to five days per week. For its demand-response services, CTI requires 24-hour advance notice reservations before 2:30 PM. CTI has a schedule of fares which apply to the general public.

CTI uses five 6-passenger mini-vans, two 14-passenger vans, and eleven 8-10 passenger handicapped-accessible vans. Fourteen volunteer drivers use their own cars to provide transportation

## **Transportation**

throughout the region. Under the “Friends and Family” Program, CTI schedules trips, tracks mileage and handles reimbursement. In FY 2000, CTI served approximately 1,690 clients, with 1,111,441 total miles traveled for a total of 57,156 trips. Volunteer miles accounted for about 36% of the total, van miles were about 34%, and “Friends and Family” accounted for about 29%. Taxis provided the remainder. Rockland received 10,206 trips in FY 2000, for a total of 208,593 vehicle miles traveled.

Funding for Coastal Trans is largely from Medicaid (64%) and the Maine Department of Human Services (11%). The Maine DOT provides 9% of operating funds and 80% to 90% of capital funding. The remaining 16% of operating funds come from a variety of sources, including contracts, municipal funding, United Way and others. The FY 2000 operating budget was approximately \$853,000.

In 1994, CTI began offering fixed route shuttle bus service in Rockland with two vans. However, the service was terminated in February 1997 because of the lack of riders. While the reasons for the failure of this public bus services are not clear, the public’s perception that the service was primarily for those who needed public assistance, inadequate signs and advertising, and an inability to meet the expectations of those accustomed to use of their private vehicles probably led to low ridership.

CTI began a seasonal shuttle bus service to transport Camden employees from several small remote parking lots to their jobs in Downtown Camden in 1996. In 1997, it transported tourists from a large lot located off Route 1 near the Rockport/Camden town line to the Downtown business area and provided connections from the Camden Hills State Park to Downtown Camden. This was an MDOT demonstration project to determine if a shuttle bus would be effective in relieving downtown parking and congestion. Although the second year saw increased use by tourists, the service attracted few commuters to downtown job sites. Most tourists continued to park in Downtown, employers did not support it and local political support never developed. It is no longer operating.

### **Commercial Bus Service**

Concord Trailways provides regular commercial bus service to Rockland on its Boston/Portland/Bangor “Maine Coastal Route,” with two trips daily both ways and a Sunday-only southbound trip originating at their Camden/Rockport bus station. Travel times between Rockland and Portland are 2 hours, 10 minutes southbound and 2 hours, 15 minutes northbound according to the fall 2002 Concord Trailways Timetable. Buses arrive and depart from the Maine State Ferry Terminal, which also provides parking for bus passengers. Bus passengers may connect with other bus services at Bangor, Portland and Boston.

### **Taxi Service**

Two taxi companies operate out of Rockland, Rockland Taxi with licenses for 6 taxis and Schooner Bay Limo & Taxi with licenses for 8 taxis. Rockland permits a total of 16 licenses for taxis. The City does not set fares or monitor the performance or ridership of taxis, however licenses are renewed annually. Limousine service, primarily to the Portland Jetport, is provided by Mid Coast Limo, located in Camden. Service is also available to Bangor and Boston, including medical trips.

## **FREIGHT TRANSPORTATION**

“MDOT’s Office of Freight Transportation (OFT) was created in the mid 1990s to formulate policy, programs, and projects that use Maine’s freight transportation network as a cohesive system.

## **Motor Transportation**

“Motor carriers have continued to increase their share as the predominant mode of freight transportation in Maine since the first Six-Year Plan. Over the next six years, MDOT will seek to address this trend by undertaking several motor carrier initiatives to improve the flow of motor carrier transportation.”<sup>9</sup>

Rockland’s commerce moves primarily by truck. The City’s roadways have seen some slight changes to accommodate this traffic, mostly by providing wider curb radii at some intersections and by adjusting the location of stop lines. As noted previously, the Maine State Ferry Service cooperates with private ferries to meet the needs of islands for additional truck capacity unavailable on the State ferries.

## **Freight Rail Transportation**

Freight service to Rockland began with completion of the line from Woolwich in 1871. A second railroad, the Lime Rock Railroad, was begun in 1888 and completed in 1891. From an engine house and terminal near Park Street and Payne Avenue, it ran to the quarries near Old County Road, then in a great arc crossing Camden Street just south of the Van Baalen factory, then running just east of Front and Main Streets to almost opposite Rankin Street, serving the kilns and wharves of the North End. The South End was reached via the Maine Central’s branch line, which was extended, largely on trestles, all the way to Crocketts Point. During its active years, over 100,000 tons of limerock were moved annually from quarries to kilns on Rockland’s waterfront. The Lime Rock Railroad was abandoned in 1942. Freight service by the Maine Central ended in 1987, following which the Maine DOT purchased the Rockland Branch from the Maine Central Railroad. MDOT entered into an operating agreement in May 1990 with the Maine Coast Railroad to provide freight service on this line. During the summer of 1994, MDOT reconstructed 1.5 miles of track on the Atlantic Branch to support the transport of cement by rail from Dragon Cement in Thomaston to Atlantic Point in Rockland, where it is blown by pipe into a barge. Loaded barges are bound for cement silos in Boston and Newington, New Hampshire. The first loaded barge departed Rockland during the last week of December 1994. Continued support for this facility was shown by the State’s \$525,000 rehabilitation of three miles of the Rockland Branch from Thomaston to Rockland in 1995, funded by a bond issue. Total capital improvement needs for rehabilitation of the entire 57-mile line are estimated at \$33 million; about \$1.875 million had been invested as of October 12, 2000. Rehabilitation of the line will benefit both freight and passenger service by increasing operating speeds and upgrading the condition of the entire railroad.

On October 5, 2000, the Maine Coast Railroad notified the Maine Department of Transportation and the U. S. Surface Transportation Board of its intention to discontinue freight service on the Rockland Branch and on the line between Brunswick and Augusta on December 4, 2000. The Maine DOT announced on November 3, 2000 that Safe Handling, Inc., of Auburn, Maine, had been awarded a short-term contract to operate the Rockland Branch and the State-owned line extending from Brunswick to

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<sup>9</sup> *Six-Year Transportation Improvement Plan*, draft, October 2000, page 21.

## Transportation

Augusta. Safe Handling began operations on December 12, 2000. The process for obtaining a long-term operator for the two State-owned lines extending from Brunswick will begin in 2001.<sup>10</sup>

Freight service in Rockland consists primarily of the cement traffic from Dragon Cement in Thomaston to the Atlantic Point barge loading facility. Dragon Cement also receives coal by rail; and Chemrock, also in Thomaston, receives carloads of perlite, a glassy volcanic rock, from the Western U.S. After processing, the perlite is trucked to FMC BioPolymer for use as a filteraid.

The construction of a rail line to the Industrial Park had been considered at various times to encourage the location and expansion of businesses requiring rail siding. However, the park is essentially full. An engineering study completed in 2000 concluded that, due to limits of gradients and wetlands, a rail siding to the park would not be feasible.

Depending on regional demand and the type of facility constructed for the high speed ferry service, Rockland might again see some rail freight, in addition to the cement traffic, transferred to or from ocean-going vessels.

### Port and Marine Transportation

The OFT will include coordination of Federal (Corps of Engineers) dredging projects in Rockland Harbor, expected to be completed in the next six years.<sup>11</sup>

## Issues and Implications

### Highways

Rockland's highways and roads are now, and are likely to remain for the foreseeable future, the means by which most of our transportation of people and goods occur. Despite their importance, they have not been adequately maintained. Within MDOT Division 5, which includes Rockland, the backlog of highway reconstruction on urban principal arterials is 0.5 miles, with a cost of \$1.1 million. For urban minor arterials, there is no backlog, but for rural minor arterials, the backlog is 0.5 miles with a cost of \$1.1 million. The backlog for urban major collectors is 22.9 miles with a cost of \$27.2 million. Of the rural major collectors, 231.9 miles require reconstruction at a cost of \$108 million. The backlog on the City's local roads is represented by the \$2 million bond issue Rockland voters passed in June 1999. Inadequate maintenance of roads costs the State and City more money than if they were maintained in better condition. It may also cost individual vehicle operators more money in repairs, replacement of tires, etc. However, for local roads, most of the money to maintain them comes from the property tax, not user fees and fuel taxes. Would an increase in State and/or Federal fuel taxes reduce the burden on property taxes? Should the City adopt access management fees for large traffic generators to help pay for the improvements to public roadways needed to serve these large developments? Can more efficient use of land result in less traffic with no decrease in economic activity or standards of living?

### Parking

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<sup>10</sup> *The Courier-Gazette*, Rockland, November 7, 2000.

<sup>11</sup> *Six-Year Transportation Improvement Plan*, draft, October 2000, page 23.

## **Transportation**

- (1) Downtown parking remains a major concern of the City and its merchants. How and where can additional parking best be accommodated? Are parking structures economical at this time? Can employers make employee parking attractive through financial incentives, shuttle vans, encouragement of car pooling, etc.? If the downtown expands, where will additional parking be located?
- (2) Parking for multi-family residential properties is often limited by the small lot sizes in areas where these uses are permitted. How can these vehicles be accommodated? Is additional on-street parking possible on some residential streets?

## **Safety**

As would be expected, Rockland's most dangerous highway locations are mostly on Route 1, its busiest roadway. The rebuilding of the intersection of Broadway and Thomaston Street, since the MDOT safety survey, should reduce accidents, as should the changes to Camden Street instituted with the cooperation of MDOT and the City. Union Street and Talbot Avenue, where visibility is restricted by nearby buildings, remains the most dangerous intersection in the City. Modernization of the traffic signals at Park and Main Streets could reduce the potential for accidents at this intersection. Can the City obtain more funding to improve the safety of various high accident locations?

## **Pedestrian/Bicycle Routes/Sidewalks**

The relatively level land in most of Rockland's densely built-up neighborhoods makes the City ideal for walking and bicycling. However, narrow streets, heavy vehicular traffic and a lack of sidewalks in some neighborhoods make pedestrian and bicycle travel less safe and enjoyable than they could be. Some sidewalks are obstructed by utility poles, making passage difficult, especially for those using wheelchairs. Sidewalks could be better cleared of snow if they were set back from the curb. Such setbacks could also accommodate utility poles and street trees. The Ad Hoc Rockland Cross-Town Bicycle Path Committee is studying bicycling and walking routes in the City. The lack of sidewalks tends to isolate the young and those without ready access to private autos. Some subdivisions and other residential developments do not have sidewalks within them or are isolated from the present network of sidewalks. The Harbor Trail could be a major addition to Rockland's array of tourist attractions and could help connect residents to the harbor and its activities. Can the City obtain funding to complete and upgrade its network of sidewalks? Could pedestrians and bicyclists, as well as those on in-line skates, skateboards and scooters, be accommodated on recreational bikeways, separated from nearby roadways (as outside of Brunswick along Route 1) outside of the densely developed parts of Rockland? Can shoulders be added to some rural roads to accommodate bicycles? Should the City seek Federal funding for bicycle and pedestrian routes?

## **By Passes/Truck Routes/Access Limits**

- (1) Downtown Rockland remains one of the more heavily traveled areas in the City, though the traffic on Camden Street, which combines traffic from Routes 1 and 1A, is heavier. Trucks of all sizes make deliveries and pick-ups to businesses during all hours when those businesses are



## Transportation

open. Would the City wish to limit those hours when trucks can load and unload in traffic lanes? Truck access to the Industrial Park is through a residential area and past two schools. The City Council has proposed construction of a bypass from Pleasant Street to Thomaston Street to remove truck traffic from that portion of Broadway. Can, or should, Old County Road, or some closely parallel new road, be developed as a bypass for truck traffic to and from Dragon Cement?

- (2) Would the City welcome or oppose the re-routing of through traffic via Route 90 instead of via Routes 1 and 1A? Does the City wish to consider encouraging changes in the development of land along Route 90 to take advantage of its accessibility? At what level of congestion will traffic deter tourism?
- (3) The Maine DOT is working on policies addressing management of access to highways and the impacts on traffic of major traffic generators, such as large employers, major concentrations of retailers, and multi-family dwelling complexes. Can Rockland benefit by adopting such policies? Can the fees be used effectively to remedy the effects on highways? Would such fees be beneficial for other civic improvements such as parks, sidewalks, or other public services such as municipal trash collection?

## Air Transportation

- (1) Rockland welcomed the arrival of air travel in the period following World War I. A flying field was established near the present site of the Middle School and seaplanes operated from the vicinity of what is now the Public Landing. The modern era began in 1939 with the construction of what is now Knox County Regional Airport in Owls Head, sponsored by the City of Rockland as a Works Progress Administration project.
- (2) In common with many airports, Knox County Regional Airport has experienced growth in use and expansion of facilities in response to that growth and the need to update and install safety systems. These expansions have caused some conflict with neighboring property owners and land uses. However, the airport serves Knox County, and is an important regional transportation resource. The nearest comparable airport is located in Augusta; smaller airports are located in Wiscasset and Belfast and on the islands of Matinicus, Vinalhaven, North Haven and Islesboro. The May 2000 Airport Master Plan Update anticipates increased use of jet aircraft, both corporate and commercial, with the projected sales of jet fuel more than doubling between 2002 and 2007, from 298,800 to 640,500 gallons. If this occurs, how will this affect Rockland? Can Rockland benefit from increased scheduled service to and from Knox County Regional Airport? What additional routes would be beneficial to Rockland and the region? What will be the costs to Rockland of construction and services designed to accommodate any increases in air travel?

## High Speed Ferries

The Maine DOT's *Explore Maine* plan envisions Rockland as a major ship/rail transfer point, part of an integrated network of rail and ferry routes linking Portland and Bar Harbor. Does the City wish to be part of this network? If so, can the facilities necessary to support these services be accommodated in such a manner as to benefit the City? Will there be a need for shuttle transport between the rail and ship

terminals? Will the ferries carry vehicles or be for passengers only? Where can the necessary parking be located? Where will the pier be located? How will it affect other users of the harbor?

### **Rail Facilities/Local Public Transportation**

While operated by the Safe Handling Inc., the Rockland Branch has, within the City, been almost wholly a freight-only operation. However, with the MDOT's *Explore Maine* plan, Rockland could be the location for tourist-oriented rail services and commuter service, with additional rail connections available at Brunswick.

The station for the "boat trains" may be located at the site of the former Maine Central pier at Atlantic Point in the South End. At a series of MDOT meetings about the high-speed ferries, some Rockland residents have expressed concerns about the effects of traffic on the South End neighborhood. If extensive parking were needed for the high speed ferry services, it could probably be located west of Union Street, along with possible commuter parking, and be connected to the pier and other locations by shuttle buses or vans. Would an Atlantic Point location for the rail/ship transfer facility be acceptable to Rockland residents? Could the site accommodate freight traffic, if the pier is built to serve the needs of freight shippers and receivers?

Any commuter service could operate from the vicinity of the former station on Union Street, but would probably not use the building since it would need only parking and limited sheltered waiting area. The State purchased the former rail station that served until 1996 as the Rockland City Hall. It is leased to a non-profit community action agency. It appears to be possible to provide extensive parking in the area once occupied by freight and passenger storage tracks west of the station. The station is only one block from Main Street and MBNA's office complex, in case some commuters would use the train to get to Rockland. Could this location also be used for the "boat trains"? If so, how would the transfer of passengers and baggage to and from the ferries be accomplished? Would the MDOT subsidize a seasonal local transit service to meet the needs of the ferries? Would Rockland businesses and residents benefit from such a local transit service? Could it operate beyond the season when the high-speed ferries are running if it also connected with the ferries to the islands and the intercity bus service, both of which operate from the Maine State Ferry Service terminal? The recent history of local public transportation in Rockland and nearby towns indicates limited public acceptance and use of the services. Would subsidy of a regional bus service lead to more use of public transit? Would this be an additional attraction to tourists and other visitors? Could it operate to regional destinations, such as the Knox County Regional Airport or to nearby towns? Students from Islesboro attending Region 8 Vocational School are bused from the ferry terminal in Lincolnville Beach. Could a public bus service meet this need and provide service to other members of the public?

### **Intermodal Service for Freight**

Intermodal freight service, using containers, is being used by one major Rockland business through the intermodal rail/truck transfer facility in Auburn. Due to the size of the market and service area needed to support such intermodal facilities, and the need for competitive rail connections, establishment of such a terminal in Rockland is unlikely. However, passenger rail service may offer the opportunity to transport mail and express parcels on schedules competitive with highway trucking for some destinations. Could rail passenger service also reduce regional truck traffic? Would the City

benefit from additional employment and facilities if such services were established? Would rail freight transfer to vessels be competitive with others ports and services? Are there products other than cement that could be transported to and from Rockland by water? Are there other products that could be transported to and from Rockland by rail carloads, in freight service?

## **Goals, Policies And Strategies**

### **Highways**

**Goal: To maintain Rockland's roads and sidewalks to a standard which provides for safety and mobility and protects the investment in infrastructure.**

#### **Policies:**

1. Improve and maintain Rockland's roads and sidewalks in "good to excellent" paving conditions.
2. Require developers to meet adequate standards when building roads and sidewalks for future acceptance by the City as public rights of way.
3. Ensure that highway and related transportation improvements in the downtown are in keeping with the historic qualities of this area.

#### **Strategies:**

1. Assign adequate financial resources to maintain roads and sidewalks.
2. Use long lasting materials wherever possible, i.e., granite curbing, etc.
3. Prepare a master sidewalk, multi-use path, and bicycle plan or plans to cover designated growth areas, and require development projects in these areas to include sidewalks with curbing, and, where feasible, a grass median esplanade, consistent with such plan(s).
4. Develop a master sidewalk snow removal and maintenance plan to ensure that these sidewalks can be used year-round along frontages.
5. Establish a Capital Improvement Plan (CIP) for the City-wide construction, maintenance, and repair of sidewalks.
6. The City will evaluate subdivision standards regarding roads and sidewalks and amend these provisions, as necessary, to improve enforcement, to encourage subdivision streets that complement the neighborhood in which they are located, and, as necessary, to differentiate standards for minor and major subdivisions. Narrower streets should be considered for small subdivisions to reduce roadway construction and maintenance costs, reduce stormwater runoff, to avoid disruption to known habitat and slow traffic speeds for neighborhood safety. Shared private driveways should be encouraged, as appropriate, for small subdivisions serving just a few homes. Where subdivision roads have the potential to be expanded to serve future additional residences, a sufficient right-of-way should be secured to allow for street widening if necessary.

When approving new development on Routes 1, 17, 73, and 90, Old County Road, or Thomaston Street, limit the number of total access points (side streets, entrances, and driveways, etc., but not entrances to fields) to 10 per mile where the speed limit is 55 mph, 15 per mile where the speed limit is 50 mph, 20 per mile where the speed limit is 45 mph, and 30 per mile where the speed limit is 30 mph; provided, however, that new development utilizing shared access shall not be foreclosed where such maximum has already been reached. Such access point limits may be adjusted in applicable regulations to account for the impact on traffic and safety of the types of uses, trip generation data, and/or traffic management improvements. Whenever possible,

## **Transportation**

provide incentives to landowners/developers to provide new side streets or other shared access points.

Require new commercial and residential development along state highways to provide shared vehicle access connections to abutting parking lots unless environmental constraints would prevent such connections.

Require new subdivisions to reserve rights-of-way to adjacent vacant parcels with three or more acres, and to parcels that abut existing subdivision roads, for future connection unless environmental constraints would prevent such connections.

7. Work with local and regional legislators to increase State support to maintain Rockland's roads and sidewalks.
8. Maintain and enhance the local street network in the downtown and surrounding areas by requiring new streets to have more than one connection to existing streets to the greatest extent possible.
9. Create an Official Road Plan for future streets in designated core growth areas as identified in the Gateway 1 Corridor Action Plan, in order to enhance access and street connections within the street network, and to reduce congestion on Route 1.
10. In the downtown area (including all intersections with US Route 1 (Main Street and Union Street) between and including the Park Street and North Main Street intersections, and Route 73 (Main Street from the Water Street intersection to the Park Street intersection)), preserve physical elements of the historic downtown, such as on-street parking, narrow travel lanes, and street trees and sidewalks situated along all streets in the Downtown. Accordingly, all future road improvements should incorporate and preserve these and similar elements with a context-sensitive design, to retain the historic and pedestrian-friendly character of this area.

### **By Passes/Truck Routes/Access Limits**

#### **Goals:**

1. To reduce interference with traffic caused by trucks loading/unloading on public ways.
2. To improve truck access to the Industrial Park and nearby, major industrial land uses.
3. To reduce the negative effects of access for through traffic on arterials and major collectors.
4. To re-route Route 17 via Maverick Street to Maverick Square.
5. To re-route through traffic around Downtown Rockland.

#### **Policies:**

1. Limit truck loading/unloading on public ways, especially Route 1 in and near downtown, to off-peak hours.
2. Create an alternative access to the Industrial Park.
3. Work with the Legislature and the Maine DOT to create and adopt rules controlling access to arterials and major collectors so as to maintain their capacity to move through traffic.
4. Continue working with MDOT to re-route Route 17 away from North Main Street.
5. Consider alternatives to use of Route 1 for most through traffic.
6. Enact access management standards on highways and arterials to protect and enhance roadway mobility, capacity and safety.

#### **Strategies:**

## Transportation

1. Adopt a local ordinance limiting loading/unloading of trucks, other than delivery trucks such as Federal Express or United Parcel Service, to certain hours when traffic is lighter.
2. Construct a new roadway for trucks and commuters to the Industrial Park, from some location on Park Street to a location on Thomaston Street near the Industrial Park.
3. Adopt access controls, and fee schedules (as appropriate) for major traffic generators, in coordination with the Maine Legislature and DOT.
4. With the assistance of MDOT, study the following possible alternatives to Route 1 for through traffic:
  - Use Old County Road, or a closely parallel new road, as a truck bypass around Downtown.
  - Add signs at both ends of Route 90 directing through traffic, particularly truck traffic, around Downtown.
  - Restrict use of Route 1 by trucks over a certain size/weight limit to certain off-peak hours.
5. Schedule the re-routing of Route 17 for the earliest possible date.
6. As Old County Road serves a mixture of uses, noted in Chapters 6, 8, 10 and 13, including industrial, residential, commercial and recreational, and is increasingly used as a bypass around downtown for truck and passenger vehicles, the City should develop a corridor management plan for the roadway. The plan would identify existing access (entrances and driveways), mobility, and safety issues in order to improve roadway conditions and allow for development that does not degrade the roadway. Such a plan would help the City determine where municipal sewer and water extensions might be most merited and economical. The city could provide an incentive by pre-planning development areas to improve and coordinate existing access points to provide safe and convenient access to existing and expanding clusters of businesses and residences. Based on the corridor management plan, the land use ordinance could be amended to regulate new commercial development to use such pre-planned access. In keeping with access management principals, sight distance improvements and traffic signals will be sought as needed to increase safety and maintain mobility.
7. Pursuant to 23 M.R.S. § 704(2), adopt rules and regulations for the design, location, and construction of driveways, entrances, and approaches on streets within the urban compact area, to adequately protect and promote the safety of the traveling public and maintain highway right-of-way drainage.
8. As part of access management, incorporate frontage, service, and/or rear access roads that: (a) are required as part of new highway-oriented development, (b) are promoted (along with the consolidation of existing driveways and entrances, and the reduction of continuous curb cuts) as improvements during in-fill development and retrofits to correct existing problems, and (c) interconnect parking lots where feasible and reduce overall parking by 25% or more for shared lots.
9. Adopt a development- and/or impact - fee system to fund off-site transportation, access management, and pedestrian safety improvements made reasonably necessary by development, including, without limitation, highway access management and uses, pursuant to 23 M.R.S. § 704, and seek financial assistance from the State for necessary road improvements as appropriate, pursuant to 23 M.R.S. § 1821 (the “Melrose Law”).
10. Identify local and collector roads used as informal alternate routes to Route 1 that, due to their residential nature, would benefit from traffic calming (such as on-street parking, cross-walks, speed tables, roundabouts, etc.) and implement these measures in consultation with MaineDOT and local residents.

## **Parking**

### **Goals:**

1. To improve Downtown parking for shoppers, visitors and employees.
2. To ensure adequate parking for residents and visitors to multi-family housing.

### **Policies:**

1. Add off-street parking in and close to Downtown.
2. Work with the Maine State Ferry Service to coordinate parking needs in the northern part of Downtown with the needs of the Ferry Service.
3. Assist Downtown businesses with their efforts to encourage employee parking in areas that do not directly compete with customer parking.
4. Require adequate on-site parking for all new multi-family dwellings.
5. Consider increasing on-street parking in areas of existing multi-family housing.

### **Strategies:**

1. Consider purchase of properties in and close to Downtown that become available for conversion to off-street parking, primarily for customers of Downtown businesses.
2. Investigate the feasibility of constructing a parking deck over a portion of the Maine State Ferry Service parking lot, to meet the needs of the Ferry Service and businesses in the northern part of Downtown.
3. Consider the purchase of properties close to Downtown businesses for conversion to employee parking and/or consider supporting public transportation that would encourage the use of commuter parking and/or reduce the need for additional customer parking Downtown.
4. Study and amend, as necessary, ordinances concerning parking for multi-family housing, to ensure adequate on-site parking for new or converted multi-family dwellings.
5. Consider allowing additional on-street parking near multi-family dwellings where it could be done safely and without detriment to the neighborhood.

## **Safety**

### **Goal: To Improve the Safety of Rockland's roadways.**

### **Policies:**

1. Work with the Maine DOT to improve signaling, signing, physical layout of roads, and intersections that are high accident locations.
2. Consider increasing the amount of local funding available to improve safety.

### **Strategies:**

1. Take full advantage of any MDOT funding available for safety improvements.
2. Consider local funding of needed safety improvements in the absence of MDOT funding.

## **Pedestrian/Bicycle Routes/ Sidewalks**

### **Goals:**

1. To improve safety for pedestrians and bicyclists.
2. To create a network of sidewalks in all areas where significant pedestrian traffic is likely to occur.
3. To create a citywide network of bicycle routes useful for both local and regional bicycle travel.
4. To bring all sidewalks into compliance with the Americans with Disabilities Act (ADA).

### **Policies:**

1. Improve signs and enforcement of pedestrian and bicycle safety measures.
2. Require all reconstructed and new sidewalks to fully comply with ADA rules and standards.
3. Encourage the connection of all neighborhoods and major subdivisions to Rockland's sidewalks
4. Provide sidewalks to connect recreational facilities with the neighborhoods they serve.
5. Encourage the Ad Hoc Cross-Town Bicycle Path Committee to design a network of bicycle routes.
6. Use whatever cost-sharing opportunities are available for constructing and maintaining sidewalks, bicycle paths and other pedestrian/bicycle facilities.

### **Strategies:**

1. Consider installing pedestrian signs in the Downtown that can remain in place year-round.
2. Construct sidewalks to comply with ADA rules and standards.
3. Work with utility companies to relocate those utility poles restricting use of sidewalks.
4. Expand Rockland's bicycle path network following the recommendations of the Bicycle Path Committee.
5. Develop and regularly update municipal sidewalk, multi-use path, and bicycle path plans for the Gateway 1 Core Growth Area(s), and seek capital improvement funding for the same from federal, state, and municipal sources.
6. Apply for all available cost-sharing programs to assist in the construction and maintenance of pedestrian and bicycle paths.
7. Provide for paved shoulders in rural and/or low traffic areas where separate bicycle paths or sidewalks would not be justified.

## **Air Transportation**

### **Goals:**

1. To encourage the provision of air transportation services beneficial to Rockland residents and businesses.
2. To encourage the operation of Knox County Regional Airport in the most cost-effective manner possible.

### **Policies:**

## **Transportation**

1. Support the establishment of routes and services desired by Rockland's residents and businesses.
2. Work with the Knox County Commissioners and the MDOT to provide those desired services.
3. Encourage the County Commissioners to establish fees for services and/or realize the benefits of increased activities at the airport to reduce the need for County subsidies.

### **Strategies:**

1. Encourage the Rockland-Thomaston Area Chamber of Commerce, or other appropriate group, to survey regional businesses and residents concerning their use of air travel and need or desire for more service at Knox County Regional Airport.
  2. Consider designating the Community Development Director to provide liaison between those doing the survey and the MDOT and Knox County Commissioners to encourage the establishment of routes and services desirable for Rockland and Knox County.
  3. Actively participate in the policy-making activities of the County Commissioners regarding the airport.
  4. If significant growth occurs, consider the establishment of public transportation connections between Rockland and the airport, at least on a seasonal basis.
  5. The City Manager and Economic & Community Development Department will continue to apply for state and federal funds for transportation-related streetscape improvements, including Community Development Block Grants and MaineDOT's Transportation Enhancement Programs.
- [L2.2(c)]**

## **High Speed Ferries/Cruise Ships**

### **Goals:**

1. To make Rockland a port in the coastal network of High Speed Ferries between Portland and Bar Harbor.
2. To increase Rockland's attractions to cruise ships.

### **Policies:**

1. Work with the Maine DOT to accommodate the need for rail/ship transfer facilities between passenger trains and high speed ferries while protecting nearby neighborhoods and businesses from the detrimental effects of increased vehicular traffic.
2. Encourage the design of any pier for the high speed ferries to include facilities suitable for use by cruise ships and/or tenders serving to transfer their passengers between ship and shore.
3. Work with the Maine DOT and any future private operators of high speed ferries to ensure that schedules and services benefit Rockland.

### **Strategies:**

1. Consider requesting that MDOT provide for local public transportation to carry ferry passengers and their baggage between rail and ship.
2. Limit on-site parking for any pier constructed for the high speed ferries to that necessary for handicapped access and employees. Encourage all other parking to be off-site, linked by shuttle buses or other appropriate means.



## **Transportation**

3. Encourage MDOT to design the pier to accommodate cruise vessels and/or their tenders.
4. Encourage MDOT to have the ferries operate on schedules that will allow some time in Rockland between connecting ferries or trains, thereby providing the passengers with time in Rockland.

### **Passenger Rail Facilities/Local Public Transportation**

#### **Goals:**

1. To return passenger rail service to Rockland.
2. To provide local and regional public transportation connecting rail, high speed ferries/cruise ships, Maine State Ferries, Knox County Regional Airport, and other regional destinations.
3. To provide public transportation options to new, large-scale development.
4. Reduce conflicts between existing residential uses and rail service.

#### **Policies:**

1. Work with the Maine DOT to return passenger rail service to Rockland, both tourist-oriented and commuter.
2. Work with the Maine DOT to provide public transportation connecting rail, water, and air terminals and other regional attractions, thereby making Rockland and the region more attractive to tourists and residents.
3. Work with applicants of large- scale facilities to provide locations for public transportation access.
4. Work with Maine DOT, rail service operators and residents to mitigate conflicts resulting from rail use.

#### **Strategies:**

1. Encourage the upgrading of the Rockland Branch to allow speeds needed by commuter service.
2. Encourage the transfer of passengers and their baggage between rail and ship to be made either at the pier or via public transportation (buses and vans).
3. Identify and reserve land with potential for rail siding service; encourage use of the Industrial Rail Access Program for the establishment or expansion of rail sidings.
4. Encourage the location of any major parking facilities associated with either the tourist or commuter rail services to be located away from the waterfront.
5. Support and nurture the types of development that provide sufficient densities, short distances, and mix of uses that will support intra- and inter-local bus systems and other transit.
6. Provide for year-round local bus service, to be augmented in the summer, connecting various transportation facilities and regional attractions.
7. Cooperate with the MDOT and nearby municipalities to share the costs and increase the benefits from regional public bus transportation, possibly including buses that could provide “off-peak” service supplementing commuter rail on the Rockland Branch.
8. Encourage the provision of rail express or parcels (less than carload) service as part of the passenger rail services, where such services would be of benefit to regional residents and businesses.

## **Transportation**

9. Require large-scale developments and redevelopments of more than 50,000 square feet of sufficient concentration of people or trips to support transit, when constructed, substantially renovated, added to, or occupied by a new tenant, to provide adequate circulation to accommodate buses, and a suitable location for buses safely to embark and disembark passengers, unless such a bus stop already exists within 1,000 feet of the facility's access point and the facility provides safe and convenient on-site access to and from the stop.
10. Encourage rail service operators to upgrade or replace locomotives with efficient and low-emission equipment.
11. Require a minimum setback for new residential structures or conversions of existing structures to residential uses of at least 75 feet from rail lines or rail facilities.

### **Intermodal Service for Freight**

#### **Goals:**

1. To ensure the continuation of intermodal freight for those local industries now using it.
2. To expand freight services, by all modes, for local and regional markets.

#### **Policies:**

1. Work with the Maine DOT's Office of Freight Transportation to assure the continuation of present services.
2. Investigate the possibilities, in coordination with MDOT and local and regional industries and businesses, of expanding freight services, whether by rail, truck or sea, to better serve the region.

#### **Strategies:**

1. Work closely with local and regional industries to support their needs for intermodal, and other forms of freight transportation, when working with MDOT.
2. Continue to work with local businesses and industries to seek to improve the transportation services they need.

**City of Rockland  
2002 Comprehensive Plan**

**Chapter 9**

**RECREATION and OPEN SPACE**

**State Goal:**

To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.

**Purpose**

The purpose of this chapter is to inventory and analyze the existing municipal recreational facilities and services, parks and outdoor facilities, as well as City owned physical and visual access points to fresh and tidal water bodies. The recreational facilities and programs of School Administrative District (SAD) No. 5, within Rockland, will also be mentioned, as there is a lot of public use of these facilities and programs. The Rockland Recreation Department and SAD 5 are coordinating their efforts to make the best use of limited facilities and budgets.

**Introduction**

Residents of Rockland live in an area well supplied with opportunities for outdoor recreation. While this part of the Plan concerns itself largely with recreational facilities within the City, facilities located nearby also provide significant recreational resources. The Camden Snow Bowl, a municipally operated winter recreation facility, offers downhill skiing, a toboggan run, and skating on Hosmer Pond. Camden Hills State Park, located in Camden and Lincolnville, has hiking and equestrian trails, camping facilities, and the toll road to Mount Battie. Megunticook Lake, in Camden, Lincolnville, and Hope, provides many opportunities for canoeing, boating, and fishing. The Oyster River Bog, which Rockland shares with Thomaston, Warren and Rockport, is a resource for both wildlife and recreation. The St. George River, which reaches tidal water in Warren, flows through Thomaston and enters the sea between St. George on the east and Cushing on the west. There are many access points on the river and on the ponds and lakes along its course. A network of hiking trails is under development within the watershed. Its resources have been enhanced and defended by the Georges River Tidewater Association and by the Georges River Land Trust. The State has purchased extensive holdings in the Wesaweskeag River watershed in Rockland, Thomaston and South Thomaston to protect the salt marshes of this estuary. There is also a State beach at Birch Point, Lucia Beach, in Owls Head, which provides the nearest opportunity for ocean front swimming for Rockland residents. The State Park at the lighthouse at Owls Head offers views of Rockland Harbor from the lighthouse and from a rocky beach west of the light.

Boating access to salt water is readily available to Rockland residents with trailerable boats, not only at the launching ramps in the South End, but in Rockport, Camden, and Lincolnville. Other ramps are available in Thomaston, at Tenants Harbor and Port Clyde in the Town of St. George, and at two locations in South Thomaston.

The Atlantic Challenge Foundation offers area residents a Community Sailing Program using Rockland Harbor. This has enrolled over 100 persons annually to learn the art of sailing. The Junior Program serves children 8 to 14 and the Adult classes serve those 15 and older. A pier and launching facility built for the Atlantic Challenge Foundation offers additional access to parts of Rockland Harbor.

## **Recreation and Open Space**

There are numerous launching ramps on the lakes, ponds and rivers in nearby towns. Additional launching sites permit small boats such as canoes and kayaks to be carried to water bodies. For those with boats kept on moorings, Rockland Harbor has over 450 moorings, as well as slips and floats in various marinas. These are more fully discussed in Chapter 4, Marine Resources.

The picture of recreation would be incomplete without the facilities and programs offered by the private sector, both within Rockland and in nearby towns. Many of these have indoor facilities, permitting activity in inclement weather. Facilities include dance studios, health clubs, martial arts studios, tennis clubs, and driving ranges. The Rockland Golf Club offers a well-maintained 18-hole public golf course on Old County Road in Rockland. The Samoset Resort offers public use of its exercise rooms, swimming pool, tennis courts, and golf course. The new Penobscot Bay YMCA in Rockport offers many indoor and outdoor recreational facilities. A private facility on Route 90 in Rockport offers indoor tennis courts, a skating rink, indoor soccer, baseball, and softball. In Rockland, the Elks Club has two ball fields available for adult and children's leagues.

## **Inventory and Analysis**

### **Recreation Department**

The Recreation Department is a department of City Government established by City Code. The City owns the Community Building and various public parks, playgrounds, and ball fields for which the Recreation Department is responsible. The City provides for most of its operational costs and capital improvement funds through the City Budget and the annual and five year Capital Improvement Programs. Some funding is also obtained from user fees for participants and from memberships, with lower charges for Rockland residents.

Staffing consists of three full time persons: the Director, Assistant Director, and Maintenance Director. The Department hires several part-time employees. Two part-time programmers schedule the activities at the Recreation Center and also provide staffing during evening hours and on Saturdays. Seasonal employees include summer maintenance personnel; three staff positions, 40 hours per week, for an eight-week summer day camp; and seven lifeguards at Johnson Memorial Park (Chickawaukie Lake). Lifeguards are on duty 63 hours per week during the summer, with two to three on duty at all times when the bathing beach is open. Instructors and coaches are also hired for specific programs. In addition to paid personnel, the Department engages the services of a number of volunteers who make many programs possible. A nine member Recreational Advisory Board is inactive. The Director is seeking five new members to fill out the board.

### **School Administrative District 5**

School Administrative District 5 has an Athletic Director in overall charge of athletic programs and facilities. Various coaches, other athletic staff and maintenance staff complete the personnel available to operate and maintain SAD 5's athletic facilities.

### **Community Building**

The Community Building, or Recreation Center, is located at 44 Limerock Street on the corner of Union Street. It is the centerpiece of the City's recreational activities. Constructed as a Works Progress Administration (WPA) project during the Depression, it was completed in 1935. It is one of few "Art

Deco” style buildings in the City. The building is host to numerous recreational programs and provides offices for the Department. The Rockland District Nursing Association also uses an office in the building.

Like many older facilities, it has experienced numerous changes in the functions of its various rooms. At present, the multi-purpose meeting room is in the “Tower Room,” which is used by many community groups. Since it is not accessible to the handicapped, any meetings that handicapped persons wish to attend must be relocated to the much smaller lounge on the main floor. The lower floor contains the gymnasium and bleachers along both sides. The gymnasium is equipped for basketball, but does not offer a track for walking or running. A racquetball court is located, up a short flight of stairs, at the end of the gymnasium opposite the main entrance. Locker rooms, showers and rest rooms, a weight room and game room are also provided on the gymnasium level. The former bowling alley is now used for storage. It may become the future location of the weight room. Wheelchair users have access from the outside to the main entrance level and to the gymnasium level. However, the “Tower Room,” bleachers and the racquetball courts are not handicapped accessible. The design of the building limits opportunities to expand its recreational uses and makes installation of elevators or stair lifts for wheelchairs very expensive.

The location is quite central, being just a block from Main Street and within walking distance of many of Rockland’s older residential districts. However, it is on a relatively small 1.42-acre lot, with only limited off-street parking available.

The design of the building includes five separate flat roofs, in addition to the arched roof over the gymnasium. Most of the flat roofs have parapets above their outer edges as extensions of the outside walls of the building that are prone to leakage due to retaining snow. The flat roofs are due for re-surfacing during 2001 and 2002.

### **Johnson Memorial Park**

Johnson Memorial Park is the Chickawaukie Lake swimming facility off Route 17 and consists of 3.43 acres. It is the only public recreational access point to the lake; there is no access open to the general public in Rockport. Besides the swimming beach, there are a bathhouse, constructed in 1986, and picnic facilities at the park. Stands are provided for the lifeguards. An unpaved parking area serves both the swimmers and others using the park and those using the small boat-launching ramp. Most boats using the launching ramp are outboard powered, with smaller numbers of personal watercraft (jet skis), small sailboats, windsurfers, canoes and kayaks. Rowing boats are rarely seen. Fishing is popular on the lake and many of the boats are used for that purpose. In season, there is a float anchored off the beach for swimmers and floats parallel to the launching ramp for use of the boaters. In winter, there is considerable ice fishing on the lake and, ice conditions and snow cover permitting, some ice boating. Improvements during the 1990s included dam replacement, increasing the lawn area, and the establishment of a new garden around the bathhouse. The garden was donated and constructed by the Rotary Club. The ramp needs repair, as does the chain link fence on the northerly property boundary near the launching ramp.

## **Fields and Playgrounds**

The Department maintains several parks and ball fields. The Purchase Street Playground is located on Purchase Street and consists of 0.60 acre. The Department recently added new playground equipment purchased by the City and installed by Rotary Club volunteers.

The Warren Street Playground is located between Warren and James Street and consists of 0.46 acre. This playground has been sponsored by the Kiwanis, who annually donate money for equipment, much of which is installed by volunteer members of the Kiwanis Club. This facility has seen little recent use and is in poor condition. It needs grass and landscaping and could probably accommodate additional playground equipment.

The Community Playground, or Merritt Park, is situated on 1.42 acres behind the Community Building on Limerock and White Streets. It was built in 1987 by volunteers, following a community design process by Robert Leathers Associates, which involved school children in the design of the facility. The wooden playground equipment sees heavy use during milder weather, mostly by pre-teenage children. The landscaping, including fencing along Limerock Street and mature trees providing shade for some of the facilities, makes it a very attractive area. It is well maintained, but is nearing the end of its service life. The Recreation Director has requested funds to replace the equipment in 2002.

The Jay Cee Park is located on Old County Road and contains an adult softball field and a Little League Field (Kenniston Field). The park consists of 17.94 acres extending from Old County Road to Lawn Avenue Extension. Improvements needed include a new field fence and some infield work on the Little League Diamond.

Snow Marine Park is located on a 13.66-acre site extending from Mechanic Street to Rockland Harbor. It is Rockland's only public launching facility providing access to Penobscot Bay for trailerable boats. Two ramps are provided, with a line of floats located between them. There is extensive paved parking for vehicles with trailers. Portions of the park are used for athletic events and a Little League practice field is located there. During the summer, portable toilets are provided, but there are no permanent sanitary facilities.

## **School Administrative District 5 Facilities**

SAD 5's schools within Rockland, in contrast to some of the Recreation Department's playgrounds, are located on fairly large parcels of land. Some of these are equipped with outdoor facilities usable by the general public when schools are not in session.

### **Rockland District High School**

The gymnasium is in almost constant use by students during most of the school year. However, it is made available to the public for special events on some weekends. The American Athletic Union uses the gymnasium for seven to eight weeks each spring.

The high school is located on Broadway on a 22.15-acre site between Cedar Street and Lawn Avenue. The outdoor facilities consist of practice fields used primarily for gym classes during milder weather. Four tennis courts will be constructed at the school and two outdoor basketball courts are planned for construction on high school property. If they are included in the 2001-2002 budget, a field hockey and practice softball field will be constructed to the northwest of the school, while a practice football field will be located to the northeast of the school. A skateboard park was recently completed to the southeast of the parking lot, near Lawn Avenue.

### **MacDougal School**

This elementary school is located on Broadway on a 6.16-acre site a short distance from the high school. New playground equipment was installed during 2000. It is available for use by neighborhood children when school is not in session.

### **South End Elementary School**

This elementary school, on Broadway, shares a 41.31-acre campus with the Middle School. It has a multi-purpose room for various student activities. A playground is in the planning stages.

### **Middle School**

This school is located on Broadway near its intersection with Thomaston Street. The gymnasium includes a climbing wall that has proven to be very popular. The softball field, which had deteriorated, is to be reconstructed with a new backstop, etc. Rockland District High School home football and baseball games are played on the field at the Middle School, on Thomaston Street.

### **Other Recreational Facilities Open to the Public**

The Rockland Little League, Inc. owns a 3.72-acre ball field on Pleasant Street east of City Hall. The facilities include dugouts and a scoreboard. The field was donated by E. Allen Gordon.

A playground on Ocean Street, formerly a Fisher Engineering parking lot, was recently installed by MBNA. It is well equipped and is on a 0.25-acre lot.

The Rockland Golf Club is located on both sides of Old County Road north of Maverick Street. It is an 18-hole course on about 74 acres of land. Facilities include a clubhouse and pro shop.

### **Programs**

The primary responsibility of the Recreation Department is to operate community recreational programs for all age groups, with the main emphasis on youth. The secondary responsibility is park and ball field maintenance. The Department is cooperating closely with SAD 5's athletic staff. Softball and baseball scheduling is done by the Little League.

## **PARKS and OPEN SPACE**

### **Parks**

In addition to ball fields, playgrounds and other outdoor facilities designed and equipped for active recreation, Rockland has many small parks, some with landscaping and gardens, enjoyed by residents and visitors. Although Berliawsky Park, also known as Sandy Beach, is used informally for swimming, it has no facilities and is not staffed with lifeguards. Signs at the park discourage swimming due to water quality concerns.

Harbor Park, the Public Landing, combined with Mildred Merrill Park, the gazebo near Park Drive and Fisherman's Pier, also known as Buoy Park, provides just over six acres of public land overlooking Rockland Harbor. The former yacht club building at the Public Landing has a visitor's center and offices of the Rockland-Thomaston Area Chamber of Commerce. It also houses the office of the Rockland Harbormaster and has rest rooms and showers. This combined area is the most heavily used public land in Rockland, and is the site of many summer events, including the Maine Lobster Festival.

## Recreation and Open Space

Public parking is located along the seawall and around a grass oval at Harbor Park and on the pier at Buoy Park.

Marie Reed Park, at the eastern end of Samoset Road, has benches overlooking the Rockland Breakwater. The City constructed an improved footpath just above the beach between the park and the shoreward end of the Breakwater. This area is heavily used by residents and visitors, including fishermen who cast their lines from the Breakwater. The Breakwater, with the lighthouse located at its southern end, provides excellent views of Rockland Harbor and West Penobscot Bay. Limited parking is available on Samoset Road.

Although neither a park nor open space, the concept of the Rockland Harbor Trail improves the recreational potential of the Rockland Harbor waterfront. Designed as a pedestrian path from Snow Marine Park in the South End to the Breakwater, this trail uses public rights of way, primarily sidewalks, to connect various locations along the harbor. In 1999, a blue line was painted on sidewalks and along roads to delineate the trail. Although controversial, the blue line did make the Harbor Trail more visible. The Harbor Trail received a tremendous boost when MBNA constructed a ¼-mile long boardwalk that is open to the public during daylight hours. This wide pedestrian walkway is equipped with benches, and offers unparalleled views of Rockland Harbor which have never been available to the public in this way. Other sections of the trail await construction of sidewalks to reach their full potential.

Bicycle paths offer yet another recreational opportunity for Rockland residents and visitors. Although the City was not successful in gaining an MDOT planning grant for bicycle paths, the Rockland Cross-Town Bicycle Path Committee met on March 1, 2001 and is continuing to plan for bicycle paths. These would link such sites as the schools along Broadway, the proposed high-speed ferry terminal, downtown and the railroad passenger station. Also under consideration are installation of bicycle racks at busy locations, paving and striping of shoulders, a bicycle activated traffic signal on Camden Street, use of the landslide site on Samoset Road as a bicycle “rest stop,” and providing bicycle access to certain portions of Lindsey Brook as part of the flood control project.

The Parks Commission, established in 1983, is an advisory board to the City Council and is responsible for City owned parks.

**Table 9-1 - City Owned Parks**

<b>Name</b>	<b>Location</b>	<b>Type</b>	<b>Area (Acres)</b>
Berliawsky Park	Scott St.	Beach, Picnic Shelter, View	0.36
Butler Square	N. Main St. /Cedar St.	Memorial	NA
Chapman Park	Park/ Main Streets	Landscaped Area	0.02
E.A. Gordon	Pleasant St.	Ball field	1.0
Fisherman's Pier	Park Drive	Navigational Buoys, Access	2.1
General Berry Park	Main St./Water St.	Bench	0.05
Harbor Park	Harbor, Public Landing	Lobster Festival, Access, View	3.48
Kiwanis	Warren Street	Playground, Benches	0.46
Marie Reed Park	Samoset Rd./Breakwater	Benches, Access to Breakwater	NA
Merritt Park	Limerock Street	Memorial, Playground	NA
Mildred Merrill Park	Main St./Harbor	Benches, View	(W/ Harbor Park)
North End	Front Street	Benches, View (abandoned)	NA
Osgood Gilbert Park	Park Drive	Gazebo, View	0.51
Ralph Ulmer Park	Main St. /N. Main St.	Bench, Spanish-American War Cannon	0.11
Snowe Marine	Mechanic Street	Boat Launch, Picnic, Open Space, View	7.68
Winslow-Holbrook Sq.	Main St./Park Dr.	Benches	0.08



### **Open Space/ Undeveloped Land**

The City owns over 800 acres of undeveloped land in the Oyster River Bog. This land is discussed in Chapter 3, Natural Resources. There are no plans to develop any of this land.

The City owns about 52 acres of the former Poor Farm. One parcel, 8.80 acres on West Meadow Road, is near Meadow Brook and might offer some access to the brook. The other parcel, 43.00 acres, extends from Tolman Road and Dodge Mountain Road across the ridge of Dodge Mountain almost to Bog Road. The land rises from an elevation of about 250 feet above Sea Level near Dodge Mountain Road to about 615 feet at the ridgeline. Much of the land is wooded but ledgy areas provide good views over the City and Penobscot Bay to the east and over the Bog to the west. Parking could be provided along Dodge Mountain Road, outside of the subdivision, with access by foot trail to the land. Due to the steep gradients, vehicular access should not be provided to the higher ground away from the road.

Following a landslide, which destroyed two homes, the City acquired two lots with a total area of 2.89 acres on the south side of Samoset Road. This land offers nice views of Rockland Harbor and could be developed into a small park by the addition of a few benches, picnic shelters and a little landscaping. A small amount of parking could be provided along the 300 feet of frontage on Samoset Road.

### **Issues and Implications**

#### **Interagency Cooperation**

The Recreation Director has been cooperating closely with the SAD 5 Athletic Director to coordinate programs and the provision of recreational facilities. The Little League has assumed responsibility for scheduling baseball and softball games throughout the City. Major contributions made by community service organizations and other volunteers help to equip and maintain various playgrounds and parks. The Recreation Director has suggested that cooperation with the Town of Thomaston's recreation programs could result in provision of recreational opportunities not currently available to Rockland residents, other than through memberships in private facilities, such as a swimming pool and skating rink. Should the City explore ways of cooperating with adjoining municipalities to obtain additional recreational opportunities for its residents?

#### **Community Building (Recreation Center)**

The Recreation Center has served the City well for many years. It is scheduled to have its roofs repaired during 2001 and 2002. However, its design severely limits the range of activities that can be offered. The Recreation Director would like to replace the racquetball court, which is used by fewer than 100 people all winter, with a climbing wall. Providing handicapped access, particularly to the Tower Room, would be very expensive. Off street parking is very limited. The size of its lot restricts the possibility of additions to the building, such as the addition to the Rockland Public Library. The Recreation Director has suggested that if the SAD's serving Thomaston and Rockland were ever to combine to create a new regional high school, existing high schools in both communities could be used, in part, for recreational facilities. They already have gymnasiums and outdoor athletic facilities. With, or without, cooperation with Thomaston and other adjoining towns, serious consideration should be given to converting the Recreation Center to other public uses and creating a new facility offering expanded recreational opportunities to Rockland residents.

### **Johnson Memorial Park (Chickawaukie Lake)**

The beach, launching ramp and picnic grounds at Johnson Memorial Park receive heavy use, even when the swimming facilities are not open. The launching ramp is in poor repair. The Recreation Director would like to improve the floats at the ramp. The unpaved parking lot is not marked for vehicles with boat trailers. On some summer weekends, parking overflows onto heavily traveled Lake View Drive (Route 17). The park is surrounded by residentially developed land, making any land acquisition unlikely. Can the parking be improved without reducing the areas available for picnicking? Can, or should, the launching ramp be widened to accommodate more than one trailer at a time? Would it be economical to collect launching fees, as is done at Snow Marine Park, from those using the launching ramp?

### **Fields and Playgrounds**

1. Many fields and playgrounds are equipped and maintained by various community service organizations. This should be continued as long as those organizations are willing. Could local businesses be encouraged to sponsor or adopt certain parks and playgrounds?
2. Snow Marine Park, with its large area, could probably accommodate additional recreational facilities. At present there is no swimming facility at the park. With the improvement in water quality resulting from the connection of Ingrahams Hill residences in Owls Head to the Rockland sewer system, it may be desirable to establish a swimming beach here. This could replace the informal use of Sandy Beach at Berliawsky Park. Should the City consider establishing a swimming beach at the park? The launching ramp is very heavily used, but there is no launch service nor dinghy storage or floats, as are located at the Public Landing. The relatively shallow water near the park, other than in the channels serving the marine railways, restricts the mooring areas to boats with shallow draft. Also, much of the water adjacent to the park is in the Town of Owls Head. Therefore, there are relatively few moorings located within easy reach of the ramp. The former Sea Scout building, immediately adjacent to the park on land owned by Hurricane Island Outward Bound, is now used by the Atlantic Challenge Foundation. Should the City consider developing more general recreational facilities at this site? Should most additional development serve the boating public? Can, or should, permanent rest rooms be constructed? Can additional parking be accommodated without harming the recreational uses?

### **School Administrative District 5 Facilities**

It is clear that the athletic facilities of SAD 5 contribute substantially to the recreational opportunities available to Rockland residents. The active cooperation between their athletic staff and the Recreation Department is commendable. The City should remain alert to opportunities for future cooperation as it looks to meet the recreational needs of its citizens.

### **Other Recreational Facilities Open to the Public**

1. The Rockland Little League, in addition to providing a nicely equipped ball field on Pleasant Street, coordinates baseball and softball games throughout the City. Although their field is located in a largely industrial area, it is relatively convenient to many residents. Its continued use should be encouraged.
2. The Rockland Golf Club provides an important recreational resource for Rockland residents. The City should encourage its continuation.

### **Parks**

1. Harbor Park, with its multiple activities, offers little room to accommodate additional facilities. Although there has been some thought given to locating an amphitheater there for outdoor musical events, serious consideration should be given to the effects of such a facility on the other activities now using the park.
2. The Samoset owns the walkway connecting Marie Reed Park with the end of the Breakwater. In order to assure continued public access to the Breakwater, the City should pursue an easement or outright ownership of this property.

### **Open Space/ Undeveloped Land**

1. City-owned land in the Oyster River Bog is protected by conservation easements. No development is planned. This land continues to provide recreational opportunities for Rockland citizens.
2. Land once a part of the City's Poor Farm offers some possibilities for future development as parkland. If sewers are extended to significant areas of land in the valley of Meadow Brook, the residential development of this area would make retention and development of parkland an important amenity. While it is likely that areas adjacent to the brook would be retained in their natural state to serve as floodways, open areas on higher ground will gain increasing recreational importance as more of the neighborhood becomes developed. The City should retain land it now owns and consider requiring the set-aside of parkland by developers as subdivisions are laid out.
3. The City-owned land on the ridge of Dodge Mountain would offer some of the advantages Mount Battie gives to Camden, though provision of vehicular access would not be desirable due to the steep terrain. Development would consist of a few trails and, perhaps, benches at locations with particularly nice views. Can the City interest one or more community service organizations in providing limited development of this outdoor resource?
4. The City-owned landslide site on Samoset Road offers almost three acres of land, which could take some pressure off Marie Reed Park. Minimal development and expense would be involved for benches, picnic shelters, parking, and a little landscaping.
5. Another opportunity may be offered by the improvement of the branches of Lindsey Brook to control storm water problems. Land between Cedar and Maverick Streets, onto which the nearby Crockett Quarry drains, has been for sale for a long time. If a small part of the former Limerock Railroad right of way next to the Rockland District High School grounds could be acquired, along with this parcel on Cedar Street, pedestrian access could be provided between the golf course and the high school. Other parcels within the Lindsey Brook system, particularly its outer, or "upstream" sections where storm water detention ponds may be constructed, could also become a "greenbelt" linking

## **Recreation and Open Space**

various parts of the City. Some portions could also serve as rights of way for bicycle paths. Should the City purchase portions of the brook to form narrow parks?

6. In addition to the former limerock quarries now serving as landfills adjacent to the Transfer Station, the City owns other former quarries. Could these be developed for recreational fishing or other purposes?
7. Some neighborhoods lack readily accessible parks and playgrounds. One such neighborhood, the North End, is cut off from the Warren Street Playground by heavily traveled Route One, Main and Camden Streets. Residents of the neighborhood with a few picnic tables equipped the seaward side of Front Street, on land occupied by the remains of trestles of the Limerock Railroad and the kilns, which it served. Unfortunately, the area has been abused by vehicles parking on land next to the tables. Littering has also been a problem. If a narrow strip of land overlooking the marine-oriented activities along the shore could be purchased by the City, a small park, perhaps including some playground equipment, could become an attractive feature of the neighborhood. Removal of the abandoned railroad trestles, regrading on the east side of Front Street, and selective clearing of trees and brush could open up views of the Harbor.

### **Goals, Policies and Strategies**

**Goal: To offer expanded recreational opportunities to Rockland residents.**

#### **Policies:**

1. Expand recreational opportunities for Rockland residents of all ages and abilities.
2. Explore corporate sponsorship to equip and maintain playgrounds and parks.
3. Continue to actively cooperate and coordinate Recreation Department activities with those of School Administrative District 5 and the Rockland Little League.
4. Explore opportunities to cooperate with adjacent municipalities on joint recreational projects and programs, such as swimming pools and skating rinks.

#### **Strategies:**

1. Explore other locations, in either existing or new buildings, for the Recreation Center, which would offer additional facilities, activities and parking unavailable at the present Community Building.
2. Increase the budget and staffing of the Recreation Department.
3. Maintain all Recreation Department facilities, parks, and playgrounds to a high standard.
4. Reactivate the Recreational Advisory Board.

**Goal: To increase the recreational uses of City-owned land.**

#### **Policies:**

1. Carefully consider the recreational potential of City-owned land before it is sold for other uses.
2. Develop, with the assistance of the Park Commission, plans to make recreational use of suitable parcels of City-owned land.
3. Take full advantage of recreational opportunities created by City purchase of lands for other purposes, such as the Lindsey Brook Flood Control Project.

**Strategies:**

1. Retain the 8.80-acre parcel on West Meadow Road for future development as a park, particularly if there is increased residential development in the valley of Meadow Brook.
2. Retain and develop the 43-acre parcel on Dodge Mountain to provide hiking trails, overlooks, and parking on Dodge Mountain Road. If additional vehicular access is desired, to provide an auto road to the ridgeline, consider purchase of additional land to provide access from Dodge Mountain or West Meadow Roads. Consider purchase of a small amount of land to provide pedestrian access from the Bog Road.
3. Develop the 2.89-acre landslide site on Samoset Road as a small park, with minimal facilities such as benches, picnic shelters, and landscaping. The area provides pleasant views of the Harbor and would serve the needs of those hiking the Harbor Trail or bicycling along parallel roads.
4. Cooperate with the Oyster River Bog Association to increase public awareness of the natural and recreational features of the Bog.
5. On lands along Lindsey Brook acquired for floodwater detention areas, design the facilities to include, where feasible, neighborhood parklands. Some of these could also serve as bicycle and/or hiking trails between streets in residential neighborhoods.

**Goal: To provide, wherever possible, playgrounds for younger children in every neighborhood.**

**Policies:**

1. Examine, with the participation of the Parks Commission, parcels that may become available for recreational use in neighborhoods with no parks or playgrounds.
2. Involve neighborhood groups, corporations and service organizations in the funding, construction and maintenance of parks and playgrounds.

**Strategies:**

1. Amend the Zoning Ordinance to allow parks and playgrounds in all residential zones.
2. Apply for any grants available for the acquisition, equipping or maintenance of parks and playgrounds.
3. Encourage the continued active participation of various service organizations and volunteers in the equipping and maintenance of parks and playgrounds. Encourage business and corporate sponsorship of neighborhood playgrounds and parks.
4. Work with neighbors in the North End and any landowners involved to create a park and playground along the east side of Front Street.
5. Encourage developers to set aside land for parks and playgrounds during the Subdivision Review process, in order to provide parks and playgrounds for the future neighborhoods those subdivisions will create.

**Goal: To assure continued public access to the Rockland Breakwater from Marie Reed Park.**

**Policy:** To create a legally binding agreement assuring permanent public access to the Rockland Breakwater from Marie Reed Park.

**Strategies:**

1. Work with the owners of the Samoset Resort to acquire, by mutual agreement, the public right to access the Rockland Breakwater.
2. Assure the rights of the City of Rockland to repair and maintain the existing walkway or its equivalent.
3. Investigate the possibility of public use of the beach between the Marie Reed Park shore frontage and the inshore end of the Rockland Breakwater.

**City of Rockland  
2002 Comprehensive Plan**

**C h a p t e r 10**

**P U B L I C F A C I L I T I E S a n d S E R V I C E S**

**State Goal:**

To plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

**State Purpose:**

To undertake an inventory and analysis of capital facilities and public services necessary to support growth and development and to protect the environment and health, safety and welfare of the public and the costs of those facilities and services.

**Introduction**

The purpose of this Chapter of the Plan is to inventory, describe and analyze the City's administrative, facilities, and services infrastructure as to how they serve the citizens of Rockland.

Contained in the Appendix is the *Final Report by the Subcommittee on Public Facilities and Services* prepared in 1993. The Subcommittee was a part of the Comprehensive Plan Steering Committee. Although the report has not been officially approved or adopted, it does include some important insights into City policies that are worthy of mention.

**CITY ADMINISTRATION**

**Administrative Organization**

The City Charter adopted by the voters, and the Rockland Code adopted by the City Council, governs the City of Rockland. These documents provide for the organization of the City's administration. Among other provisions, the Charter delineates the powers and duties of the City Council, Mayor, City Manager, and City Clerk. The Rockland Code augments the Charter by further specifying the organization, appointments and duties of the City's departments and their heads and divisions.

**City Charter**

The City Charter (the "Charter") is the basic legal framework of governance for the City of Rockland. It outlines the City as a legal entity, its administration, functions, powers and basic operations. It establishes the City Council and provides for the qualifications of the councilors and their election by the voters. The Council is the legislative body in the City of Rockland. They enact the City's Ordinances, elect the Mayor from among their members, and appoint the principal City Officials (e.g., City Manager, City Clerk, City Attorney and Health Officer). The City Attorney and Health Officer are under the direction and supervision of the City Manager; whereas, the City Manager and the City Clerk are under the direct supervision of the City Council. The Health Officer is required by Code to be a physician, and because of that requirement, no Health Officer has been appointed for years. The Charter further

authorizes the City Manager to be the Chief Administrative Officer, appointing the principal department heads (See *Chart 10-1 Organizational Chart*).

Chart 10-2 shows the suggested organizational structure for future management of the City. Chart 10-2 envisions the creation of the position of Assistant City Manager, who would also be the Personnel Director to relieve the City Manager of that time-consuming task.

### **Rockland Code – Municipal Departments**

Chapter 2, Administration, of the Rockland Code (the “Code”) provides for further rules for the City Council and City Manager, and establishes a number of departments of City government, as specified in Table 10-1 entitled *City of Rockland Departments and Officers*. Table 10-1 also gives a complete listing of all official offices and departments specified by the Code, how appointed and the Code section reference establishing them. The Community Development Department, the Solid Waste Division (referenced under the Public Works Department in Table 10-1), the Engineering Department are not specifically listed in the Code. Because the Community Development and Economic Development Departments sometimes overlap, consideration should be given to combining the two departments. The Engineering Department’s duties and responsibilities should be officially established by Code. As previously indicated, there is no appointed Health Officer; however, the Code Enforcement Officer (“CEO”) has assumed some of the responsibilities under the auspices of the Property Maintenance Code (health issues relating to rodent and insect infestation, filth, squalor and garbage accumulation).

Chapter 2 also specifically prevents the Council from interfering in the hiring and firing and compensation of those employees appointed by the City Manager. According to the Code, all departments and officials, including those appointed directly by the Council and except for the City Clerk, are under the supervision of the City Manager. (There are some overlaps in the various departments, for example, the Code Enforcement Officer (“CEO”) is the head of the Code Enforcement Department; however, by virtue of being appointed Building Inspector and City Electrician, the CEO is head of the Fire Prevention and Electrical Divisions of the Fire Department; and by virtue of being the Health Officer and Plumbing Inspector, the CEO is the head and one of the employees of the Public Health Department.)

### **Elected Officials**

The City Council, the SAD 5 Board of Directors, and the Rockland Port District are elected directly by the voters. The Mayor with Council approval fills vacancies that occur in between terms.

### **Appointed Boards, Commissions and Committees**

Volunteers serving on boards, commissions and committees perform much of the work of advising the City Council and providing citizen input and oversight of various projects. There are a number of ad hoc committees appointed for specific purposes. All such entities, their method of membership, numbers of members, terms of office and authority for their existence are listed in Table 10-2 entitled *City of Rockland Boards, Commissions, Committees*. The Mayor with the consent of the City Council appoints members to all these boards, commissions and committees.

### **Issues and Implications**

- (1) The City Manager, subject to confirmation of City Council, appoints a City assessor, a police chief, a fire chief, a personnel director and a Public Works Director. It may be more efficient to



### Public Facilities and Services

have these personnel appointed in the same manner as all other personnel, i.e., appointed by the Personnel Director, subject to confirmation by the City Manager.

- (2) The Health Officer, by Charter is supposed to be appointed by the City Council; according to Chapter 2, §801 of the Code, the Health Officer is to be a physician appointed by the City Manager; and according to Chapter 2, §1803 of the Code, he is to be the Code Enforcement Officer (“CEO”), who is also appointed by the City Manager. These conflicts need to be resolved and clarified.
- (3) The City Clerk, by Charter is appointed and directly supervised by the City Council. Should consideration be given to having the City Manager direct and supervise the daily activities of the City Clerk in the same manner as the City Attorney who is also appointed by the City Council?
- (4) According to the Code, the CEO is the head of the Code Enforcement Department, the Fire Prevention and Electrical Divisions of the Fire Department, and the head and one of the employees of the Public Health Department, as well as being a physician and maybe the City Inspector of Dairy Products. The discrepancies in the definitions of these jobs need to be resolved and redefined into one, or more, position(s).
- (5) Since the Department of Human Services has primary responsibility for general health matters and enforcement of health laws as well as General Assistance laws, should there be one City department to administer the Public Health Department and Welfare Department? And, if so, should the Rockland District Nurses Association be appointed as “Health Officer” for the City and the requirement of physician stricken from Code? Should the Code Office be responsible for public health as it relates to such things as local plumbing and sewage disposal rules since the those types of functions are not subject to DHS control?
- (6) The City Code or Charter does not legally establish the Solid Waste Division of the Public Works Department, the Department of Community Development, and the Engineering Department. These need to be legally clarified. In addition, there are several departments and divisions of the City that seem to overlap and may be streamlined for greater efficiency. Specifically, these are the Fire Prevention Division and the Fire Prevention Bureau of the Fire Department; the Public Health Department and the Code Enforcement Office; and the Community Development and Economic Development Departments.
- (7) In 1999, the Department of Public Works was reorganized to include responsibility for the Solid Waste Disposal Facility (“Transfer Station”), the Regional Wastewater Treatment Facility, and the Public Sewer System, the head of which is the Director of Public Works. Since then, several changes have taken place within the City’s administrative structure. The City has hired a separate superintendent for the Wastewater Treatment Facility (WWTF) and taken the administrative function away from the Public Works Department. The Public Works Department has retained its traditional responsibilities for road and sewer system maintenance and repair, and for the Transfer Station. These changes are not reflected in Chapter 2, §1401 of the Code.
- (8) The position of “Dog Officer” in the Code regarding the Police Department needs to be redefined to the current title, “Animal Control Officer.”
- (9) Some of the City’s Boards, Commissions and Committees have fulfilled their purpose or are obsolete and need to be eliminated.

**Goal: To eliminate conflicts between the Charter and Code and modify them to reflect the current organization of the City's Commissions, Boards, Departments and Divisions.**

**Policies:**

1. Review the Charter and Code to discover inconsistencies between them.
2. Involve Department and Division Heads and Chairpersons of various Boards, Committees and Commissions regarding the organization and functions of their respective bodies.
3. Eliminate City's Boards, Commissions and Committees that have fulfilled their purpose or are obsolete.

**Goal: To restructure the organization of City government to increase efficiency.**

1. Make the Personnel Director responsible for appointing the assessor, police chief, fire chief and public works superintendent, subject to confirmation of City Manager.

**Strategies:**

1. Prepare amendments to the Charter and Code as needed to bring them into compliance with each other.
2. Present the modified Charter and Code for consideration by the City Council.

**Table 10-1**  
**City of Rockland Departments and Officers**  
*as specified by the Rockland Code*

<b>Department</b>	<b>Head/Other Officers</b>	<b>Appointed by</b>	<b>Code</b>
Code Enforcement Dept.	Code Enforcement Officer Assistant CEO Secretary	City Manager City Manager City Manager	2-1801 2-1801 2-1801
Community Development Department	Community Development Director	Not specifically listed in Code; proposed in 1989 but not adopted.	
Economic Development Department	Economic Development Director <sup>†</sup>	City Council	2-401
Engineering Department	City Engineer	Not specifically listed in Code	
Finance Department	Finance Director*	City Manager	2-501
Accounting Division	Finance Director*	See above	2-504
Assessing Division	Assessor	City Manager	2-501/4
Purchasing Division	Purchasing Agent*	City Manager	2-501/4
Treasury Division	Tax Collector/Treasurer*	City Manager	2-501/4
Fire Department	Fire Chief	City Manager <sup>◇</sup>	2-601
Extinguishing Division	Fire Chief	See above	2-603
Fire Prevention Division	Building Inspector <sup>Δ</sup>	City Manager	2-603
Electrical Division	City Electrician <sup>Δ</sup>	City Manager	2-603
Fire Prevention Bureau	Fire Marshall	Fire Chief	7-104
Harbor and Waterfront	Harbor Master Deputy Harbor Master	City Manager City Manager	2-701 2-701
Legal Department	City Attorney	City Council	2-901
Public Library Department	City Librarian	City Manager	2-1001
Personnel Department	Personnel Director*	City Manager	2-1201
Police Department	Police Chief	City Manager <sup>◇</sup>	2-1301
	Dog Officer	City Manager	2-1305
Patrol Division	Police Chief	See above	2-1304
Dispatching & Records Div.	Deputy Police Chief	City Manager	2-1304
Investigation Division	Detective	City Manager	2-1304
Public Health Department	Health Officer <sup>Δ</sup>	City Manager <sup>‡</sup>	2-801
	Inspector of Dairy Products <sup>∞</sup>	City Manager	2-801
	1+ Plumbing Inspectors <sup>Δ</sup>	City Manager	2-801
Public Works Department	Public Works Director*	City Manager	2-1401
Solid Waste Division	Solid Waste Foreman	Not specifically listed in Code	
Records Department	City Clerk Deputy City Clerk	City Council City Clerk	2-1501 2-1501
Recreation Department	Recreation Director	City Manager	2-1601

<sup>†</sup> The Economic Development Director is the City Manager.

\* “Who shall be, or be appointed by, the City Manager.”

<sup>◇</sup> Confirmed by City Council.

<sup>Δ</sup> City Code 2-1803 designates the CEO as Health Officer, Plumbing Inspector, City Electrician and Building Inspector. City Code 2-801 requires the Health Officer to be a physician.

<sup>‡</sup> At variance with the City Charter.

<sup>∞</sup> May be the Health Officer.

















**Public Facilities and Services**

<b>Department</b>	<b>Head/Other Officers</b>	<b>Appointed</b>	<b>Code</b>
Wastewater Treatment Department	Waste Water Treatment Plant Superintendent	City Manager	2-1001
Welfare Department	Public Welfare Director	City Manager	8-101
Other Non-Departmental Officers	Handicapped Accessibility Program Coordinator	City Council	2-1702
	Registrar of Voters	City Council	6-108
	Planning Director	City Manager	19-103
	Election Warden	Elected by Voters	ME Law
	Ward Clerk	Elected by Voters	ME Law
	Ballot and Election Clerks	City Council	6-109

# Rockland

Map 10-1: Public Services and Facilities

## Legend

-  Chamber of Commerce
-  City Hall
-  Knox County Courthouse
-  Knox County Jail and Sheriff's Dept.
-  Libraries
-  Lincoln Center for Arts
-  Municipal Fish Pier
-  Post Office
-  Public Works
-  Recreation Building
-  Rockland Police and Rockland Fire Dept.
-  Schools
-  State of Maine Ferry Terminal/Bus Depot
-  Tax parcels
-  Transfer Station
-  USGS Coast Guard Station

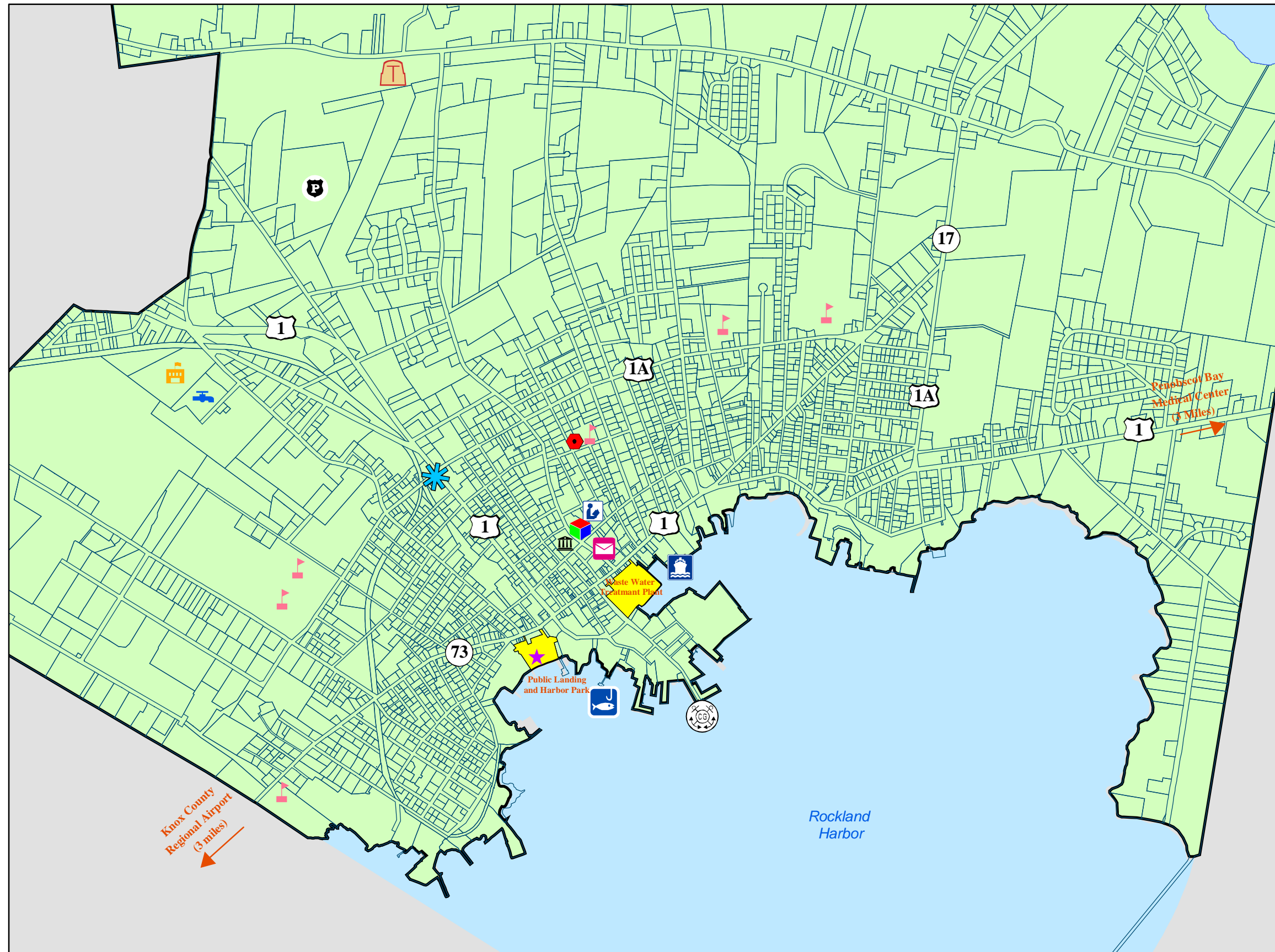


0 0.25 0.5 Miles

Sources: City of Rockland, Photo Science Inc. and MEGIS  
Map revised: January, 2003



Prepared by the Eastern Maine Development Corporation

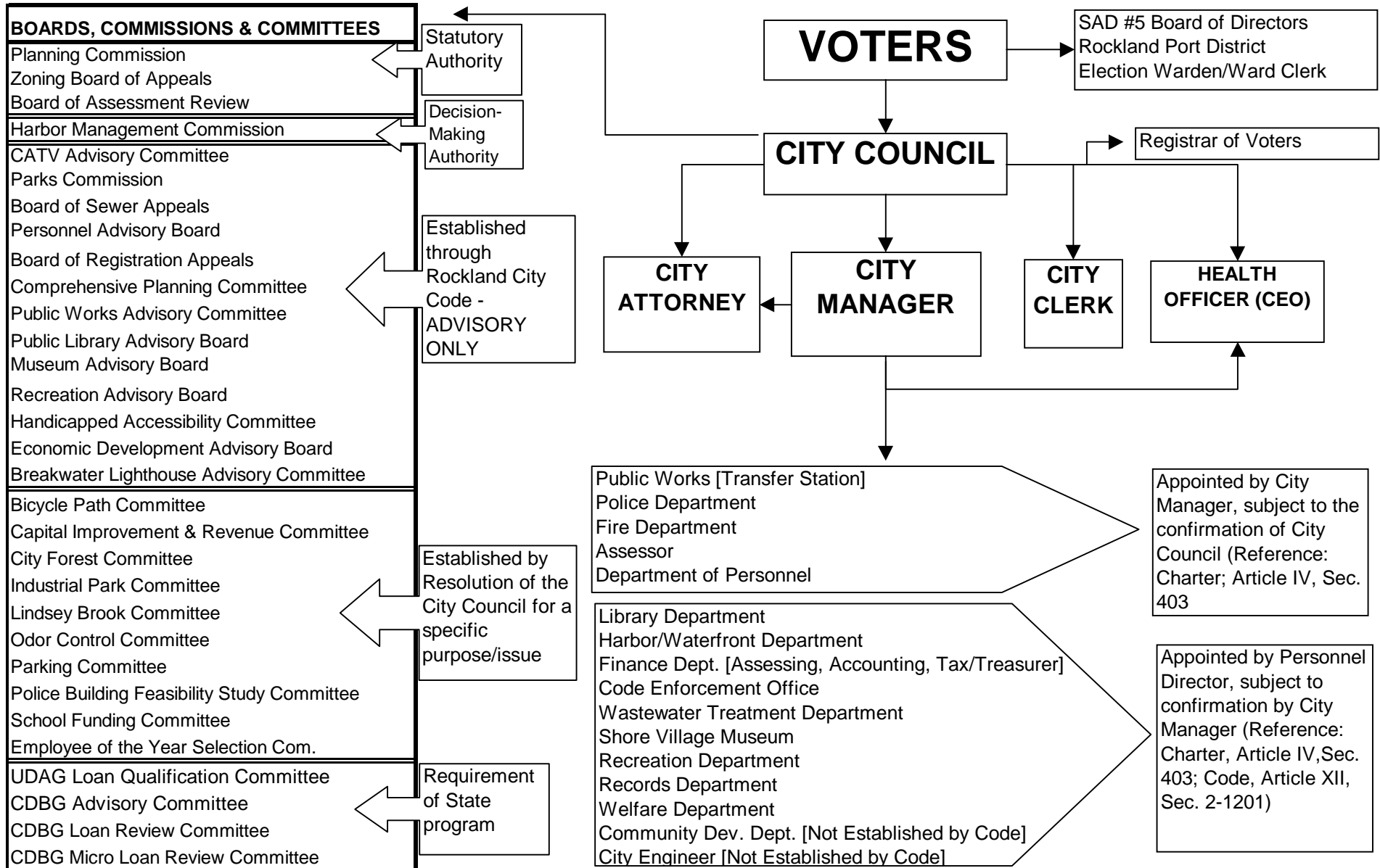


**Public Facilities and Services**

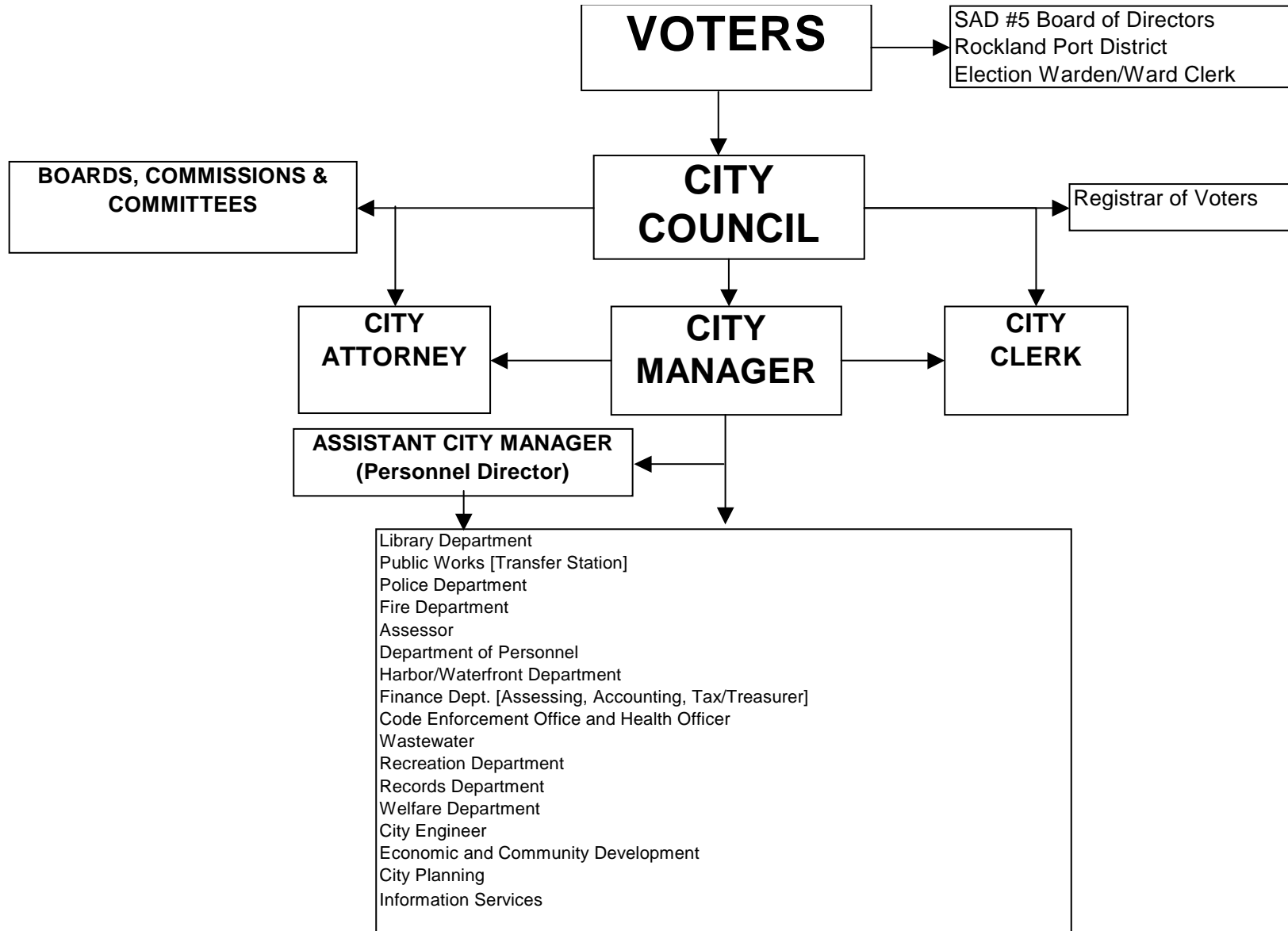
**TABLE 10-2 – BOARDS, COMMISSIONS AND COMMITTEES**

**All appointments are by the Mayor with the consent of the City Council except as noted.**

<b>Name</b>	<b>How Chosen</b>	<b>Members</b>	<b>Terms of Office</b>	<b>Authority</b>	<b>Notes</b>
CATV Advisory Committee	Appointed	5	3 year staggered	11-221	
Parks Commission	Appointed	5	3 year staggered	13-104	
Board of Sewer Appeals	Same Board as Zoning Board of Appeals			14-511	
Planning Commission	Appointed	5	3 year staggered	19-101	Plus two Alternates
Zoning Board of Appeals	Appointed	5	3 year staggered	19-200	Plus one Alternate
Comprehensive Planning Committee	Appointed	7	3 year staggered	19-402	Plus two Alternates
Public Library Advisory Board	Appointed	6	3 year staggered	2-1003	
Museum Advisory Board	Appointed	9	3 years	2-1102	2 Appointed by Council, 1 by GAR, 2 by Coast Guard, 2 by Shore Village Historical Society and City Manager.
Public Works Advisory Committee	Appointed	7	3 year staggered	2-1403	
Recreation Advisory Board	Appointed	9	3 year staggered	2-1602	
Handicapped Accessibility Committee	Appointed	5	3 year staggered	2-1702	
Economic Development Advisory Board	Appointed	5	3 year staggered	2-401	
Board of Assessment Review	Appointed	5	3 year staggered	2-501	
Harbor Management Commission	Appointed	7	3 year staggered	2-703	
Breakwater Lighthouse Advisory Board	Appointed	5	3 year staggered	2-704	
Board of Registration Appeals	Appointed	3	1-4 year; 2-3 year	6-108	
Bicycle Path Committee	Appointed	7	Indefinite	Ad Hoc	
Capital Improvement & Revenue Committee	Appointed	5	Dissolves 2/28/02	Ad Hoc	
City Forest Committee	Appointed	5	Indefinite	Ad Hoc	
Employee of the Year Selection Committee	Appointed	3	Indefinite	Ad Hoc	
Industrial Park Committee	Appointed	5	Indefinite	Ad Hoc	
Lindsey Brook Committee	Appointed	7	Indefinite	Ad Hoc	
Odor Control Committee	Appointed	4	Indefinite	Ad Hoc	
Parking Committee	Appointed	7	Indefinite	Ad Hoc	
Police Building Feasibility Study Committee	Appointed	8	Indefinite	Ad Hoc	
School Funding Committee	Appointed	2	Indefinite	Ad Hoc	
UADG Loan Qualification Committee	Appointed	5	Indefinite	Ad Hoc	Requirement of State Program
Personnel Advisory Board	Appointed	5	3 year staggered	Charter	a/k/a Personnel Examining Board per Code (2-1204)
CDBG Micro Loan Review Committee	Appointed			State Law	Requirement of State Program
CDBG Advisory Committee	Appointed			State Law	Requirement of State Program
CDBG Loan Review Committee	Appointed	5	3 year staggered	State Law	Requirement of State Program
SAD 5 Board of Directors	Elected by Voters	7	3 year staggered	State Law	7 Rockland members. (11= Entire Board)

**CHART 10-1 – ORGANIZATIONAL CHART**

**CHART 10-2 – SUGGESTED ORGANIZATIONAL CHART FOR 2010**





## **Rockland Code Enforcement Office**

### **Background**

The purpose of the Code Enforcement Office is to administer and enforce building and development codes adopted by the City Council in an effort to protect the lives, safety and property of all citizens of the community. An effective enforcement program, in combination with an up to date Comprehensive Plan and well-written ordinances, will help to preserve and enhance neighborhoods and allows the Code Enforcement Officer to guide development. The Code Enforcement Officer will guide development in an attempt to provide adequate employment, housing, and services for residents and visitors to the City of Rockland, while mitigating negative impacts on adjoining properties and land uses, and while protecting our local environment and its valuable resources. The fair and consistent enforcement of the codes and regulations of the City of Rockland ensures the safety and value of new buildings and improves the conditions of our existing buildings.

The Rockland Code Enforcement Office staff consists of a Code Enforcement Officer (CEO), Assistant Code Enforcement Officer (ACEO), and a secretary. The CEO, who is the Department Head, is appointed by the City Manager. Duties of Code Office include interpretation, administration and enforcement of Land Use and Zoning Ordinances, Shoreland Zoning and Floodplain Management Ordinances, Building and Property Maintenance Codes, Internal Plumbing and Septic System Codes as well as inspection of rental dwelling units and license inspections for lodging facilities and restaurants and food service establishments. Permits and inspections are also required for new electrical wiring, installation of oil burning equipment, signs and driveway openings. The Code Office assists the Planning Commission in the administration of the Site Plan Review and Subdivision Ordinances and performs appropriate plan reviews; provides staff support and assistance in crafting zoning amendments for the Comprehensive Planning Committee; and provides staff support to the Zoning Board of Appeals. At times, the Code Enforcement Office is called upon to draft amendments to the Zoning Ordinance. While many of the amendments are for clarification of parts of the Ordinance, some involve rezoning or changes to space and bulk standards. The City Attorney is available to assist in crafting amendments, since there is no City Planning Department.

The City has officially adopted the 1981 Edition of the BOCA (Building Officials and Code Administrators) Building Code and the National Fire Protection Code (NFPA) for the construction, renovations and changes of use of buildings in the City. In addition, the City has adopted the 1990 version of the BOCA National Property Maintenance Code, which provides minimum standards for maintenance of existing buildings and properties. The latter code is the basis for inspections of rental properties containing two or more dwelling units. Apartment inspections are required to be done every five years. The Property Maintenance Code is also an invaluable tool often used for the enforcement of violations involving issues such as junk cars, improper storage of garbage and rubbish, overgrown weeds and grass, as well as sanitation and living conditions.

## Issues and Implications

- (1) The Code Enforcement Office is charged with enforcement of land use regulations. However, they are often called upon to assist with zoning changes that may have significant effects on both short and long range planning. While the Code Enforcement Department may have invaluable input concerning zoning changes, there may be conflicts between enforcement and planning. Should the researching, writing and implementing Ordinance amendments be shifted to the Community Development Department?
- (2) The Code Office must continuously interpret the meaning and intent of sections of the Zoning Ordinance, which are often unclear and in conflict with other sections. Most of the Zoning Ordinance needs to be carefully rewritten. Should the Code Office continue to sponsor amendments changing and clarifying the ordinance? Should the rewrite of the Zoning Ordinance be a top priority for the City?
- (3) The 1981 version of the BOCA Building Code, which the City has adopted, is out-of-date. Although the City has not adopted the 1996 BOCA Building Code, the Code Enforcement Office references it. Should the City maintain an up-to-date building code to improve it's rating from the Insurance Services Office (ISO), as well as to ensure the safety and value of buildings in the community?
- (4) The Building Code is a highly technical document. Proper administration of this code requires that applicants submit highly detailed plans. Plan review can be very time consuming. Review must be followed by thorough, detailed inspections throughout a project. All of this requires considerable knowledge of the Building Code and inspection techniques, which are only obtained by education and experience. Personnel with this kind of experience will demand higher salaries than those of a regular Code Enforcement Officer. Their duties would likely be limited only to the Building Code and construction site inspections. Should the City consider contracting with an independent plans reviewer and inspector, or should the current staff seek further training?
- (5) The current building code may hinder rehabilitation and preservation of old and/or historical buildings in the community, especially in the downtown area. The present building code applies to new construction and renovation, and does not take into consideration problems inherent in the rehabilitation of old and/or historic buildings. Should the City consider adopting less stringent building regulations for existing buildings? Should the City amend the Code to apply only to new structures and require that existing buildings simply meet the requirements of the Life Safety Code, which is adopted by the State?
- (6) The Code Office is required by the Rockland Code to visit and inspect all rental properties containing two or more units on a five-year cycle. This has not been done on a regular basis since 1998 at which time it was partially completed. Should permanent additional code enforcement personnel be hired to perform these tasks or should the City consider repealing this requirement? If additional staff is hired for this task, should landlords be charged to offset the added expense to the City?
- (7) Enforcement of complicated zoning and planning ordinances is difficult at best. What can the City do to improve timely and successful enforcement of code violations?

**Goal: Separate enforcement duties from planning.**

**Policy**

1. The Code Enforcement Office's primary duty shall be enforcement of the City's codes and regulations.
2. Transfer the development and amendment of planning and zoning codes to another department within the City.
3. The Code Enforcement Office should be a resource for comprehensive planning and planning and zoning code development and amendments.

**Strategies**

1. Amend existing City Ordinances to shift planning and zoning responsibilities to Community Development Department.
2. The City should hire a City Planner.

**Goal: The City should develop a clear and workable Zoning Ordinance that will guide the City under the Comprehensive Plan.**

**Policy**

1. Rewrite the Zoning Ordinance as one (1) Ordinance to increase the enforceability of the Ordinance and assure that there are no conflicting regulations.
2. Improve code enforcement capabilities through fines or other punitive measures.
3. Continue to update the current Zoning Ordinance during the rewrite to assure that the City maintains it's high level of public health safety and welfare.
4. Zoning Ordinance amendments should be limited to those that will not have a major effect on long range planning.

**Strategies**

1. Hire an independent professional to rewrite the Zoning Ordinance in conjunction with the implementation phase of this Comprehensive Plan.
2. The Code Enforcement Office shall make known to the appropriate department any necessary amendments to clarify the intent of the current Zoning Ordinance.

**Goal: Have regulations in place that will ensure safe buildings, whether new or existing.**

**Policies**

1. Adopt the latest revisions of nationally accredited codes for building and life safety.
2. Consider an alternative to building codes presently adopted by the City to facilitate re-development of existing buildings.

**Strategies**

1. Adopt the latest version of the Building Officials and Code Administrators (BOCA) Building Code and apply that Code to all new construction.
2. Adopt the latest version of the National Fire Protections Association (NFPA) 101 Life Safety Code and require that a construction permit be obtained from the State Fire Marshall's Office when necessary.

**Goal: Assure that Code Enforcement Office has proper training and personnel to enforce codes and regulations approved by the City Council.**

**Policies**

1. Provide training for current employees and require that new employees be qualified to enforce the regulations adopted by the City.
2. Consider necessary qualifications, certifications, and training when developing new codes and regulations.
3. Depend on State regulations and licensing requirements as much as possible.
4. Provide sufficient staffing and funding to the Code Office so that it can adequately perform its duties and responsibilities.

## **Rockland Community Development Department**

### **Background**

Historically the function of the Community Development Department since 1976 has been to apply for and administer Community Development Block Grant housing, economic development and downtown revitalization grant programs. Over time, the Department assumed a limited economic development role, depending on the activism of the City Manager who is also the appointed Economic Development Director. The Department is not officially recognized as a City Department under Section 2-304 of the Rockland Code although the Director is subject to the same personnel requirements as are the sanctioned Department Heads. This has resulted in a contradictory situation.

In the absence of a City Planning Department, the Community Development Department has taken on an additional long-range planning role for the City. This has complimented the short-range planning focus of the Code Enforcement Department. Long-range planning has included serving as the repository for Rockland census data information and analysis; planning for future sewer, water and drainage projects; participation in the planning, prioritization, and funding for major highway, ferry and rail projects; involvement in the continued redevelopment of the downtown area through micro-business loans and promoting upper floor development; and assisting in writing the Comprehensive Plan.

### **Issues and Implications:**

- (1) The Department has a limited economic development role depending on how much a City Manager wants to involve the Director in economic development activities. This unknown factor has created a level of uncertainty in the Department. Should the situation be resolved by combining the two departments into one Department of Economic and Community Development, or should the Department divorce itself from economic development and concentrate its limited resources on long-range planning.
- (2) The primary source of funding for the Department is derived from community development grant programs secured by various directors yet the Department carries out long range planning for the City without any significant financial support from City appropriations. Should the City assume more of the financial support for the Department?

**Goal: To have a department responsible for gathering economic resource data, long-range planning, and finding appropriate grants to assist community development.**

### **Policies**

1. To make the Department officially recognized in the Code and funded properly.
2. To make the Department responsible for long-range planning issues.

### **Strategies**

1. Develop a description of the functions of the Department and the duties and responsibilities of its Director.

## Welfare Department

### Background

By definition, General Assistance is “a service administered by a municipality for the immediate aid of persons who are unable to provide the basic necessities essential to maintain themselves or their families” (22 M.R.S.A. § 4301(5)). Basic necessities include food and shelter. According to State law, each municipality is legally required to administer a General Assistance program. General Assistance is intended to provide immediate aid, thus assistance must be granted or denied within 24 hours of an application. Each municipality must enact a General Assistance ordinance to establish procedures for administering the program and standards of eligibility. The ordinance and amendments are prescribed by the Maine Department of Human Services and adopted by the City Council.

In fiscal year 2000, the City’s Welfare Department assisted 40 families, totaling 84 persons, for an expenditure of \$7,557. In stark contrast, in the depressed economy of 1990, 372 families were assisted, totaling 823 persons, for an expenditure of \$155,380. The most frequent requests are for rental assistance, food, heat and payment of electrical bills. For longer-term assistance, clients are referred to and helped with contacting other agencies such as the Maine Department of Human Services (DHS), Coastal Community Action Program, Salvation Army, the Rockland District Nurses Association, the Hospitality House, and other social service agencies.

Until 1997, the Department was staffed with a fulltime Welfare Director. With staffing changes, it became a part-time department and the Administrative Assistant to the City Manager assumed the duties and responsibilities of the Welfare Director on a part-time basis. The approach to providing General Assistance appears to be working out well for the present.

### Issues and Implications

- (1) The administration of General Assistance is complex and potentially open to legal ramifications. Should the City have a professionally trained caseworker fill the position?
- (2) The General Assistance program appears to be working out fine for the present; however, should the situation change, can the service be contracted out? If contracted out, should surrounding communities be approached to participate in the services?

**Goal: To continue to provide immediate short-term assistance for basic necessities to eligible residents of Rockland by fulfilling the State mandated requirements.**

### Policies

To hire a contract caseworker to be responsible for General Assistance.

### Strategies

1. Have a contract caseworker responsible for the Welfare Department.
2. Find out surrounding communities’ interest in sharing the contract caseworker on an interlocal basis.

## **PUBLIC SAFETY**

### **Police Department**

#### **Legal Authority for its Creation**

The Rockland City Charter provides for the City Manager to appoint a Police Chief, subject to the confirmation of the City Council. Section 2, Article XIII of the City Codes establishes the Rockland Police Department, its divisions and its principal officers.

#### **Additional Officers and Divisions**

These officers are a Deputy Chief, a Lieutenant, three Patrol Sergeants, Detective-Sergeant (the City's Code specifies a "Corporal-Detective"), an Animal Control Officer (a "Dog Officer" per the Codes) and any such additional officers authorized by the City Council, all of whom are appointed by the City Manager.

The Department is divided into three divisions; Patrol, supervised by the Lieutenant (the Code specifies the supervisor of this division is the Chief); Records, supervised by the Deputy Chief; and Investigation, supervised by the Detective-Sergeant (the Codes specify "a Detective appointed by the City Manager"). The Deputy Chief is supervised by the Police Chief.

#### **Duties**

Per the City's Codes, the Police Department enforces local law and order, attends every fire to preserve order and prevent theft and vandalism, inspects the streets and lanes of the City regularly causing obstructions and impediments to be removed, reports any defects and deficiencies in the public streets and sidewalks to the Public Works Director, maintains programs of in-service training, investigates accidents and notifies the City Attorney of any possible liability to the City arising therefrom. The Police deliver notices and papers to the City Council or City Manager or other City officials when requested by the City Clerk.

The City Codes indicate that the Police Department also responds to alarms, both fire and security, and oversees the installation of alarm systems. The Police enforce Handicapped Parking on private off-street areas as well as on public streets and lots.

The Rockland Police Department continues to enforce all State, Federal and Marine laws in addition to City Ordinances. The Department patrols all developed areas within the City, including 57.71 miles of roads. In addition, the Department also patrols the harbor. The Department serves a population of 7,609 residents according to the 2000 Census. However, Rockland is the county seat of Knox County, is a major employment center and is the largest commercial center in the County. It has been estimated that between 15,000-20,000 people are in the City during the workweek.

#### **Personnel**

The Rockland Police Department has 26 members as listed in Table 10-3 entitled *Police Department Personnel*.

**Table 10-3****CITY OF ROCKLAND POLICE DEPARTMENT PERSONNEL**

<b>Officers</b>	<b>Title</b>	<b>Officers</b>	<b>Title</b>
1	Police Chief	11	Patrol Officers
1	Deputy Chief	1	Traffic Officer
1	Lieutenant	1	Summer Traffic Officer
3	Sergeants	1	Public Safety Secretary*
1	Detective-Sergeant	1	Receptionist
1	Drug Interdiction Officer	1	Animal Control Officer
1	Juvenile Officer	1	Cleaning Person

\* Shared with the Fire Department

**Budget and Equipment**

The FY 2000-2001 Police Department budget was \$938,343. The FY 2001-2002 budget request was \$981,106, an increase of 4.6%. The Department owns and maintains five patrol cars, two detective cars, five bicycles and a patrol boat for use in the harbor, in addition to the smaller personal equipment such as radios, weapons, lights and other items. The Police and Fire Departments share a building on Park Street at the intersection of Broadway.

The City's Capital Improvement Plan policy is to replace a police cruiser after 100,000 to 120,000 miles of use. The FY 2001-2002 budget includes replacement of two cruisers at a cost, including trade-ins, of \$37,600.

**Revenues**

Police Department revenues are estimated at \$42,225 for FY 2001-2002. Of this, \$20,000 is estimated from parking tickets and \$12,000 from security provided at various events and locations, including the Lobster Festival, the Blues Festival, high school activities, Recreation Center activities, and traffic/safety details at utility and road construction sites.

**Additional Programs**

In addition to their official duties as detailed above, the City's Police Department runs a Drug Abuse Resistance Education (DARE) Program in the local schools funded by private donations; an O.U.I. Enforcement Program, funded by MDOT grants (a \$1,400 grant was received from the Maine Bureau of Highway Safety in early 2001); a Jump Start Program, which is a youth at risk mentoring program; Rockland Arts Academy, an after school program for fourth and fifth graders run by SAD 5; and community policing i.e., bicycle and harbor patrols funded in part by community policing grants.

**Performance**

Performance of a police department is measured by Uniform Crime Reports, submitted monthly, and collected at the state and federal levels. To the citizens, perhaps the most important measure of performance is in the clearance rate, the percentage of reported crimes in which the criminal is brought to justice or the victim is otherwise satisfied. For Class I Crimes, the more serious offenses, the clearance rates (percentages) from 1996 through 2000 were as follows:



**Table 10-4**  
**CLASS I CRIMES, Rockland, Maine, 1996-2000**  
*Rockland Police Dept. Year End Report, 2000*

<b>Offense</b>	<b>Number Reported</b>	<b>Number Cleared</b>	<b>Percentage Cleared</b>
Assault	640	592	92.5%
Auto Theft	82	41	50.0%
Burglary	166	58	58.0%
Rape	27	20	74.1%
Robbery	15	11	73.3%
Theft	2000	680	34.0%

The overall clearance rates for each year were as follows:

<b>YEAR</b>	1996	1997	1998	1999	2000
<b>RATIO</b>	47%	50%	48%	41%	45%

Another measure of performance may be the number of arrests made, though it could be argued that fewer arrests indicate better police work serving as a deterrent to criminal activity. Recent arrest totals, other than for Motor Vehicle Violations, were as follows:

<b>YEAR</b>	1995	1996	1997	1998	1999	2000
<b>ARRESTS</b>	2,331	2,852	2,911	2,791	1,154	817

For 2000, of the 817 non-Motor Vehicle Violation arrests, 708 (85%) were adults and 83 (15%) were juveniles.

The Maine Department of Public Safety compiles the Uniform Crime Reports for the State of Maine. These include the "Index Crimes" of Murder, Rape, Robbery, Aggravated Assault, Burglary, Larceny and Motor Vehicle Theft. These are compiled by County and include crimes reported by the State Police in each county, by the sheriffs in each county, and by each municipality that has a police department. Within each county, total crimes and crime rates for the county are compiled, and for urban and rural areas. Similarly, total, urban and rural crimes and crime rates are compiled for the State. The Crime Rate is reported in "Crimes Per Thousand Persons," while the Clearance Rate is reported as a Percentage of Crimes "Solved."

Crime Rates and Clearance Rates for 1996 through 1999, as reported by the State of Maine, are as follows:

<b>Table 10-5</b>				
<b>Crime Rate and Clearance Rates 1996-1999</b>				
	1996	1997	1998	1999
	Rate/Cleared	Rate/Cleared	Rate/Cleared	Rate/Cleared
Rockland	76.57/36.3	74.75/39.0	53.78/34.7	49.74/29.4
Knox County Urban Areas	44.92/31.2	38.66/35.8	29.83/30.7	29.22/27.2
Knox County Rural Areas	13.30/28.4	13.25/41.7	11.52/36.5	14.41/36.0
State of Maine Total	34.03/27.6	31.62/29.3	30.81/28.1	29.10/29.1
Maine Urban Areas	40.98/27.7	39.28/29.2	37.22/28.3	34.47/29.4
Maine Rural Areas	19.51/27.2	16.46/29.9	18.13/27.4	18.34/28.2

The Maine Department of Public Safety statistics indicate that Rockland's Crime Rate declined significantly from 1996 through 1999. Although it is higher than that for Maine Urban areas, it is comparable to similar Midcoast service center cities such as Ellsworth with a 1999 crime rate of 51.46, and Belfast with a 1999 rate of 41.87. Rockland's Clearance Rate has been better than Knox County Urban Areas and better than or equal to the State of Maine Total and State of Maine Urban Areas and Rural Areas during that period.

### **Issues and Implications**

- (1) **ADDITION TO PUBLIC SAFETY BUILDING.** The most important issue in early 2001 is the overcrowding within the Public Safety Building. The City obtained the former Snappy's Pizza building, across Lisle Street from the Public Safety Building, and intends closing Lisle Street from Park Street and constructing an addition to the building across the present right of way of Lisle Street. Lisle Street will retain access from Pleasant Street. The Capital Improvement Project (CIP) Committee has recommended a November 2001 bond issue for \$2,000,000 to pay for the addition. There are significant advantages to having Police and Fire Departments in the same location. The present location offers good access to all parts of the City. While the Police Department clearly needs additional space, is the projected cost reasonable to meet their needs?
- (2) **COMPUTERIZED PARKING TICKET SYSTEM.** The current manual system is inefficient and has resulted in a loss of revenue. The new system will record tickets, billing and payments and print notification letters to violators. It will also generate necessary reports. The CIP Committee has recommended \$27,000 for the project in FY 2001-2002.
- (3) **OVERALL COSTS OF OPERATION.** The City Manager compared police costs in a number of Maine municipalities. Bath, with a 2000 Census population of 9,266, has 20 full time officers, compared with Rockland's 20 full time and 4 part time officers. Bath has a per capita cost of \$105, compared with a per capita cost in Rockland of \$124. However, Rockland had 12,000 calls in 2000, compared with 9,000 in Bath, and so Rockland's cost per call was \$78 compared with \$108 for Bath. It is not known what combination of factors has resulted in the higher number of police calls per capita in Rockland as compared to Bath. All of the other

municipalities compared, Bar Harbor, Bath, Topsham, Wells, Saco, Brunswick and Camden, have their own combination of factors affecting their populations and their generation of police activity. However, only Rockland was located near a major State Prison. Only Wells, at a per capita cost of \$128, was higher than Rockland, but only Topsham fell significantly below \$100 per capita, with \$81. On a per call basis, only Wells with \$60 and Saco with \$58 were below Rockland's \$78 cost. Camden's cost per call was \$138. Rockland's Police Department, compared with earlier periods, is better trained and more professional. Can, or should, Rockland's citizens expect to pay less for police protection? Should the State assume more of the costs to nearby municipality's incidental to location of the State Prison?

- (4) HARBOR PATROL. The Police patrol Rockland Harbor, in addition to the occasional activities of the Harbormaster's launch, which tends to be used for purposes other than law enforcement. With the increasing popularity of Rockland Harbor for pleasure boating, the police chief estimated that, on some summer weekends, there was as much value afloat on the harbor as was represented in the Main Street businesses. The police chief feels that removal of the Police Launch patrols could increase the number of illegal boardings on unoccupied moored boats.

**Goal: To continue the high level of Police Protection for the citizens, visitors and businesses of Rockland.**

**Policies:**

1. Continue the current authorized staffing levels, which have been in effect for approximately ten years.
2. Continue the cooperation with and sharing of the Public Safety Building with the Fire Department.
3. Improve operations through use of appropriate technology.
4. Continue Police patrols of Rockland Harbor.

**Strategies:**

1. Continue to apply for grants and other financial assistance for such programs as Community Policing.
2. Construct the addition to the Public Safety Building, including those spaces and facilities needed for efficient and effective Police Department functioning.
3. Computerize the parking ticket system, and take advantage of any other technological improvements in efficiency and effectiveness as they become available at reasonable cost.
4. Consider, if it would not make Rockland Harbor non-competitive with other nearby recreational harbors, a modest increase in mooring or other user fees to offset the costs of the Police Patrol of the Harbor.

## **Fire and Emergency Medical Services Department**

### **Legal Authority for its Creation**

The Rockland City Charter provides for the City Manager to appoint a Fire Chief, subject to the confirmation of the City Council. Section 2, Article VI of the City Codes establishes the Rockland Fire Department, its divisions and its chief officers.

### **Additional Officers and Divisions**

Per the City Codes the Department's additional officers are three Assistant Chiefs, three Lieutenants and a number of firemen, all of whom are appointed by the City Manager. The City Codes also divide the Department into three divisions; Extinguishment, headed by the Chief; Fire Prevention, headed by the Building Inspector; and Electrical, headed by the City Electrician. In addition, Chapter Seven of the City Codes, "Fire Prevention," establishes a Fire Prevention Bureau within the Department headed by the Fire Marshal, who is a member of the Department designated by the Chief. Also, the Chief may appoint a number of Technical Inspectors as determined by the City Council.

In practice, the Department is divided differently from the organization specified by the Codes. The Permanent Division consists of three separate shifts, each of which is commanded by one Assistant Chief, aided by one Lieutenant. On each of these shifts, these two officers supervise three firefighter/EMTs. With the inclusion of the Fire Chief, the Permanent Division consists of sixteen full-time personnel.

The Call Division consists of four separate companies (Engine 1, Engine 2, Engine 3 and Ladder 1). Each company is commanded by one Captain who is assisted by one Lieutenant. Additionally, the Call Division provides one Safety Officer (of Captain's rank) and one Assistant Safety Officer (of Lieutenant's rank). The balances of the division are firefighter/EMTs and are assigned to the various companies and operate under the command of the Company Officers.

Six Fire Police are in the Call Division and respond to all structure fires and on an as-necessary basis for crowd and traffic control.

### **Duties**

The Fire Department prevents, extinguishes and investigates fires; protects life and property against fire; provides Emergency Medical Service at the Paramedic Level to the City and surrounding areas (per Mutual Aid agreement); provides extensive, specialized and progressive training to its members in all applicable disciplines and to segments of the public; maintains and effects repair (as necessary) on all buildings, vehicles and equipment assigned to the department; is responsible for the inspection of all premises, for which a license or permit is required, for adherence to the National Fire Protection Association's *Life Safety Code*; provides chimney inspection services to all city residents who request such service; installs, maintains and repairs all components of the City Fire Alarm System and provides standby coverage of various community events. Other specialized services provided by the Rockland Fire Department are Underwater Recovery, High-Angle Rescue and Hazardous Materials Incident stabilization and mitigation.

## Personnel

The Rockland Fire Department has sixteen full-time members and others as listed in Table 10-6 entitled *Fire Department Personnel*.

**Table 10-6**  
**City Of Rockland**  
**FIRE DEPARTMENT PERSONNEL**

<b>Officers</b>	<b>Title</b>
1	Fire Chief/Ambulance Director
3	Assistant Chiefs
3	Full-time Lieutenants
9	Full-time Firefighter/EMTs
25	Paid Call Division Members
6	Paid Call Division Fire Police
1	Public Safety Secretary*

\* Shared with the Police Department

## Budget and Equipment

The FY 2000-2001 Fire Department budget was \$748,708. The FY 2001-2002 budget request is \$763,452, a 2.0% increase. The Police and Fire Departments share a building on Park Street at the southeast corner of its intersection with Broadway.

The Department owns and maintains the following vehicles:

Three pumpers, 1978, 1990 and 1999;

One ladder truck, 1983, which now has a ladder capable of reaching 80’;

One squad (rescue) truck, 1983, constructed on a one-ton frame;

One utility truck, 1988, (frame repaired) for brush and woods fires; and

Three ambulances, 1990, 1998 and 2001.

The City’s Capital Improvement Plan policy, as recommended by the Capital Improvement & Revenue Committee, is to replace all fire equipment after 30 years of use, except for ambulances, which should be replaced after 12 years of use. The CIP Committee recommended purchase of a high pressure Breathing Air Compressor @ \$24,000 for FY 2001-2002.

## Revenues

Fire Department revenues are estimated at \$44,306 for FY 2001-2002. The vast majority of this revenue is anticipated from EMS transfer calls, 1400 calls x two employees @ \$15.66/hour. Ambulance billing has been done by a private contractor since January 1, 2001 and is working out very well. The Department is continuing to try to complete billing for prior periods, and may eventually “write off” some of those bills that have not been paid.

## Emergency Management

Emergency Management is a function of County government. However, the Fire Chief is Rockland’s Director on the Board of the Emergency Management Agency. Sylvia Birmingham is the Director of Emergency Management of Knox County as of May 2001. She coordinates training for various emergency services in municipalities in the county, most of which are provided by grants

through state and federal agencies. The Local Emergency Planning Committee Chairman is Bob Oxtan of Camden. The Vice Chairman is Francis Johnson, a firefighter/EMT on Rockland's Fire Department, who is also a Hazardous Materials Team member. The Emergency Management Agency does periodic risk assessments and analyses of area municipalities for such incidents as weather-related emergencies, hazardous material spills and terrorist incidents, the latter concentrating on public health threats and medical responses. They have also had training in bomb searches. Depending on the type and seriousness of any given incident, the Emergency Management Agency calls on such organizations as the State Police, Department of Environmental Protection and the U. S. Coast Guard to assist local police and fire departments.

### Issues and Implications

- (1) The Chief has recommended, for two years, that a reserve fund be established to finance the replacement of the 1983 ladder truck, which is no longer in first class condition. The estimated replacement cost, with a 100' ladder capability, is in the range of \$450,000 to \$550,000. No reserve fund has been established for this purpose. In the past, vehicles were purchased which were not of sufficient quality to last for their anticipated service life. Can the City obtain vehicles that will serve the necessary time periods without heavy debt service? Would a reserve fund for such large purchases be advantageous in reducing variations in the City's tax rates?
- (2) The Chief recommends that no ambulance be operated more than nine years. Ideally, he would like to see one new ambulance purchased every three years, which would eventually reduce the maximum service life to six years. Ambulances have seen many improvements in the equipment they carry, which has often required a heavier chassis for the vehicles. Can, or should, Rockland replace its ambulances more frequently? If so, how frequently?
- (3) The current Insurance Service Office (ISO) Rating for Rockland is Class 4/9, very close to Class 3, based on the latest tests in 1985. The ISO recently tested Rockland. Results can be found in the Water Supply Section of this Chapter. The current flow to the Industrial Park is about 2,500 gpm, however; a desirable fire flow would be 5,000 gallons per minute (gpm). The Chief would like a second reservoir, similar in capacity, 1 million gallons, to the one on Juniper Hill (Old County Road) on Ingrahams Hill in Owl's Head. He estimates the cost at \$1.25 million. With adequately sized water mains to the industrial park, this would supply adequate fire flows to the park and would also allow expansion of water service to additional areas of Owl's Head. Fire flows to the Knox County Regional Airport are not adequate to allow sprinklers to protect aircraft in the hangars.
- (4) Response time to the North End, Camden Street and the Samoset Road areas is too long, exceeding the desirable four to five minute response time for ambulances, particularly in summer traffic. In addition, response time to the Rockland portion of Route 90 is about eight minutes with lesser response times to the Dodge Mountain subdivision and the Bog Road. While a substation in the North End, housing one pumper and one ambulance, would decrease those response times, it would also require an additional three persons per shift. Should, Rockland establish a fire substation in the North End?
- (5) The Chief does not feel the need for tank trucks to respond to areas beyond public water. Each pumper truck has a capacity of 750 gallons of water, enough to extinguish most fires. Many nearby towns, with limited or no areas served by public water mains and hydrants, have 2,200-

## Public Facilities and Services

gallon pumper trucks, which are capable of quick response under Mutual Aid since they require only one person to operate them. There is a 100,000-gallon capacity fire pond on the north side of Route 90, which is available for fire fighting in that area. Can additional fire ponds be established in other areas not served by public water?

- (6) The Chief strongly recommends installation of sprinklers in residential properties beyond the areas served by hydrants connected to the public water system. Should this be a requirement for new residences beyond a certain distance from either a hydrant or a fire pond?
- (7) Although the Fire Department conducts many Life Safety Code inspections, inspects chimneys and wood stove installations, and inspects architectural plans, these are difficult to schedule since the Fire Department personnel involved must often respond to alarms. Occasionally, an off-duty person does inspections so that the inspection can be completed even if an alarm comes in. Would additional, perhaps part-time, personnel for inspections be cost effective?
- (8) The Chief is very pleased with the way the Knox County Dispatcher is working for the Department. The dispatchers are now located at the County Jail in Rockland. The City's costs for dispatching were about \$190,000 per year. The City's share of Knox County's dispatching cost for 2001 is \$102,556, a savings of \$87,444 per year. Should the City continue or increase its support of the regional call center?
- (9) Many nearby towns have found that they can no longer rely on an all-volunteer Fire Department. Many Fire/EMS personnel no longer are employed in their hometowns and are unable to respond to emergencies during their working hours. Thomaston has had two full-time persons on duty since early in 2001. This has relieved Rockland of Mutual Aid calls in St. George and South Thomaston, which are now covered by Thomaston. Thomaston has also been able to cover Rockland under Mutual Aid. Similarly, Rockport now has one person on duty at all times. Camden has two persons on duty full time for ambulance service and two for fire calls. Union is considering some full time Fire/EMS personnel. Are area fire departments coordinating their staffing policies to provide better overall fire protection to the region? Is there a role for the County in assisting in this coordination?

**Goal: To continue the high level of fire protection and emergency medical services for the citizens, visitors, and businesses of Rockland.**

### **Policies:**

1. Continue current levels of staffing and training.
2. Establish policies regarding replacement of major equipment so that fully adequate fire engines and ambulances are available to meet current needs.
3. Encourage the installation of residential sprinklers in areas beyond the Consumers Maine Water Co. service area.
4. Require the installation of fire ponds, with dry hydrants, in subdivisions beyond the Consumers Maine Water Co. service area.
5. Install a second reservoir in the vicinity of the Industrial Park.

**Strategies:**

1. Establish a reserve fund, with specific guidelines for its use, or some other effective method, to reduce the impact on taxes when fire engines and/or ambulances require replacement.
2. Modify the Subdivision Ordinance to require fire ponds and dry hydrants in subdivisions not served by Consumers Maine Water Company.
3. Work with Consumers Maine Water Company, the Town of Owls Head, Knox County, and any other interested parties to provide cost sharing for a reservoir on Ingrahams Hill in Owls Head to serve the fire fighting needs of the Rockland Industrial Park and Knox County Regional Airport and to allow the extension of public water service to currently unserved areas of Owls Head.
4. Allow a one-time property tax credit for individual homeowners who live outside of the area served by public water and install a home sprinkler system.



## WASTEWATER TREATMENT PLANT AND SEWERS

### Wastewater Treatment Department

Unlike most departments of the City of Rockland, the cost of the Wastewater Treatment Department is entirely recovered from revenues, other than some city cost-sharing in various public improvements such as replacement of sewer lines. The FY 2000-2001 budget was \$2,173,736, matched by \$2,173,736 in revenues. The FY 2001-2002 budget request is \$2,351,817, an 8.2% increase, to be matched by anticipated revenues of \$2,351,817. A new Department Head was appointed in January 2001. Staff for 2001 includes eleven persons, with two additional full-time persons to be hired in FY 2001-2002. For FY 2001-2002, the CIP Committee recommended \$1,285,500 in requested capital improvements for the Department.

### Background

Most of the built up area and potentially developable area of Rockland is either on or accessible to public sewers. Generally, public sewer and water are found together; however public water encompasses a larger portion of the community. The sewer service area is generally bounded on the east by the harbor, on the south by Owl's Head and the Industrial Park, on the west by Old County Road, and on the north by Maverick Street and Camden Street as shown on the Public Facilities Map. In addition to serving the City of Rockland, wastewater flows from the Glen Cove and Samoset Resort area of Rockport are collected at a lift station on Waldo Avenue that also serves the homes and the condominiums on Samoset Road in Rockland. Twenty-nine residences, including units in two mobile home parks on Pleasant Street in Thomaston, are served by Rockland, as are many businesses along Route 1 and on Dexter Street. In Owl's Head, Rockland now serves about 40 residences in the Ingraham's Hill section of Owl's Head, where two lift stations have been installed.

The City of Rockland owns and operates the wastewater collection and treatment systems. The Waste Water Treatment plant is located on Tillson Ave., near the downtown area and on the waterfront of Lermond's Cove. Less pumping is required here than would be necessary at a higher location, but odors have been problem for the downtown. The collection system consists of old combined storm water and sanitary sewers, separate sanitary sewers, separate storm water sewers and drainage conduits, interceptor sewers, lift (pumping) stations and force mains. The Wastewater Treatment Facility (WWTF) is a 3.3 million gallon per day (mgd) wastewater treatment facility with a 7.5 mgd capacity during peak periods. Following recent improvements to the plant, it now has the ability to treat, through disinfecting and air scrubbing, up to 33 mgd of storm water. The WWTF uses the conventional activated-sludge process involving the injection of air into the wastewater enabling the biological breakdown of the organic waste. At present levels of usage, the plant has about 1 mgd in excess capacity, enough to serve an additional 3,000 residences.

The collection system consists of approximately 13 miles of collector sewer pipes, force mains and interceptor sewers. Management of the system is a combined effort between the Department of Public Works (DPW), which oversees the wastewater collection and drainage systems, and the Wastewater Treatment Department for the lift stations, force mains and the WWTF. The DPW is responsible for the maintenance of all streets and catch basins, litter control and maintenance functions. Sludge is trucked

by the Wastewater Treatment Department to the BFI composting facility in Unity Plantation. Previously, the residual sludge was disposed of at the municipal landfill. However, because of the odor and other complaints by area residents, the City began hauling sludge to the more expensive BFI facility. Recent changes to the WWTF have reduced the sludge volume by about one-third, at the cost of some additional electrical and chemical usage.

The WWTF, along with the interceptor lines and most of the lift stations and force mains was constructed between 1976 and 1978. The system began serving the City in October 1978. The plant upgrade, which took about two years of construction time, was completed in 2001. The upgrade has included covering all tanks and treating all air passing over them to eliminate odors. About 30% of needed improvements were not included in the upgrade and will be done on an annual basis. These will be financed both through the annual budget and with bonds. Most of the additional projects involve replacement of pumps, provision of spare pumps and other physical plant improvements at the WWTF and at the lift stations.

The WWTF treats a mixture of residential, commercial, industrial, storm water and landfill leachate. The plant is rapidly moving to a state of the art System Control and Data Acquisition (SCADA) system, which will largely automate the operation of the plant, enabling it to respond quickly to changes in the mixture of its various inflows.

Rockland has a major manufacturing plant that produces carrageenan. It is the only plant of its kind in North America, and the water waste it produces complicates the sewer treatment process. This plant also accounts for about half of the wastewater treated, roughly equivalent to 4000 households. If this plant were to shut down, the remaining users would have to bear a fee increase of about 50%.

The Federal Government now has a requirement that municipalities have an industrial pre-treatment ordinance. Federal standards for pre-treatment need to be incorporated into an ordinance that is appropriate for the particular community. Rockland has not yet enacted this ordinance.

## **Sewer Problems**

The sewer collection system exhibits a number of problems associated with aging, infiltration/inflow (I/I)<sup>1</sup> and combined sewer overflows (CSOs).

### **Infiltration and Inflow**

Water infiltration and inflow frequently enters into the combined sewers thereby aggravating the situation by adding more flow to the combined collection system. Previous excessive I/I removal efforts have included several separation projects throughout Rockland.

### **Combined Sewer Overflows**

The City of Rockland's sewer collection system currently has four licensed combined sewer overflows CSOs. CSOs carry both storm water and wastewater in the same conduit. All CSOs discharge into Rockland Harbor, a Class SC water body. SC is the third highest classification for Maine's marine and estuarine waters and includes the following allowable uses: water contact recreation, fishing, restrictive harvesting of shellfish; and industrial processing and cooling water supply. Two of the

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<sup>1</sup> Infiltration is defined as groundwater which enters a collection system through leaking pipes and joints; inflow is typically storm water that enters the collection system through catch basins, roof drains, sump pumps, foundation drains and larger holes in pipes and manholes.

licensed CSOs are located at the sewer plant and discharge directly into the harbor at Lermond's Cove; another is located at the Park Street pump station, and the last at the Public Landing. The CSOs were installed at the time of the interceptor sewer construction in the mid 1970s to allow excess flow, caused by heavy periods of rain and annual snowmelts, to be diverted to Rockland Harbor instead of being transported to the sewer plant for treatment as the plant was neither designed nor constructed to handle this additional flow during wet weather periods. At the time, this was an acceptable practice for older cities that had predominantly combined storm water and sanitary systems. The report entitled *Draft Combined Sewer Overflow Facilities Plan Rockland Maine*, March 1997 prepared by Earth Tech of South Portland, Maine, stated that 47 million gallons of untreated sewage flow into the harbor each year leading to high bacteria counts. This high bacteria count has led municipal officials and the Maine Department of Environmental Protection to close Sandy Beach to swimming indefinitely until the bacterial level is within acceptable levels.

When originally installed, CSOs were essentially ignored because of the cost of addressing the problem and the need to focus on sewer system collection and treatment plant construction. However, the issue of abatement of CSOs later became a high priority for the Maine Department of Environmental Protection (DEP) as these are one of the last remaining untreated point sources of pollution still being discharged into the water bodies of the State.

In summary, because of the condition of the sewer system, the DEP, which issues the WWTF and CSOs discharge licenses, warned the City that if it did not upgrade the system as needed, the agency could initiate a court ordered agreement, with fines, to force the City to do the work.

### **History of Efforts to Address WWTF and CSO Problems**

In order to upgrade the sewer system, the City Council placed a \$9,000,000 bond issue on the June 10, 1997 referendum ballot. The bond would have enabled the City to reduce the amount of untreated sewage that goes into the harbor by 90% by treating the CSOs in the northern and western section of the City, minimizing the odor from the plant by installing an odor control scrubbing system, upgrading the aeration equipment to more efficiently break down the waste, and improving upon sludge processing and hauling through better compression.

The voters by a margin of 387-284 defeated the referendum. As a result of the bond's rejection by the voters, the DEP imposed a modified sewer connection moratorium on the City as they felt that since the City had no viable plan in place to upgrade the plant, the State could not allow additional wastes to enter the harbor and thus no new sewer hook-ups could be allowed. The moratorium was placed on June 30, 1997. However, as determined on a case-by-case basis, residential and commercial construction projects that were either underway or approved were still permitted to connect. Later projects would be allowed to connect provided the total additional sewage flow did not exceed 12,000 gallons per year.

Because of the potential wide-spread and long term impact on the economic growth of the community, such as the then proposed Industrial Park expansion, other business growth and the curtailment on new home construction, the City Council acted on July 7, 1997 to place a slightly lesser sewer upgrade proposal in the amount of \$8.55 million back on the ballot for the November 4, 1997 election. In addition, the Council also voted to put on the same ballot a parallel referendum bond issue, in the amount of \$33,000,000, to build a new WWTF at another location.

On November 4, 1997 the voters overwhelmingly approved the \$8.55 million bond issue by 71%, 1,485 to 603. The parallel \$33 million referendum for a new plant at another location was defeated with only 603 in favor and 1,175 opposed. The upgrade work was anticipated to take 18 months to complete. Following the positive City vote, the Department of Environmental Protection lifted the imposed moratorium on new and expanded sewer connections.

### **Project Financing**

The State Revolving Loan Program administered jointly by the DEP and Maine Municipal Bond Bank, provides lower interest rates. The City financed the \$8,550,000 sewer bond from the Revolving Loan Fund @ 2.41%. This will be paid off in about 19 years.

Local financing sources include increased sewer user fees, applying some of the debt repayment costs to the tax base, and connection fees for new or expanded hook-ups. The \$8.55 million system upgrade would hike the average annual household sewer bill from \$159 to \$297 and increase the property taxes of a single family home assessed at \$50,000 annually by \$30.

Other communities, such as the Towns of Thomaston and Bethel, charge a capacity (impact) fee or special one time sewer connection charge for new or expanded two or more family residential projects and for commercial and industrial developments as a means of raising additional local revenues to pay for capital improvements to the sewer system. Rockland does not presently have this charge.

### **Waste Water Issues and Implications**

- (1) There is no Master Plan for sewer service for the WWTP. Since the plant is a regional resource, should a regional plan be made which shows the areas of Rockland and adjoining municipalities that can be served by the plant?
- (2) The plant upgrade was completed in 2001 and did not include about 30% of the improvements needed. The additional improvements include lift station upgrades at Park Street, Waldo Avenue and outer Pleasant Street, at an estimated combined cost of about \$1.4 million. Should these improvements be done? How should they be financed?
- (3) An accurate service area map does not exist. Should one be created?
- (4) Rockland does not have a capacity charge for new or expanded users. The law requires that these revenues be used for capital improvements. Should the City have this charge?
- (5) Rockland does not have an Industrial Pre-Treatment Ordinance as required by Federal law. When can this ordinance be written and passed?
- (6) Areas of the City still have combined storm water and sanitary sewers. This is inefficient because the storm water receives the same level of treatment as the sewer waste. During especially wet weather the treatment plant cannot handle the excess flow and the combined storm water and untreated sewage are diverted to Rockland Harbor resulting in unacceptable bacteria levels in the harbor. How can the City correct this problem? How soon can this be done?

- (7) The treatment plant is located in the downtown area where odors from the plant have been a problem and on Lermond's Cove, the only protected cove in Rockland Harbor. Should the WWTP be located away from downtown?

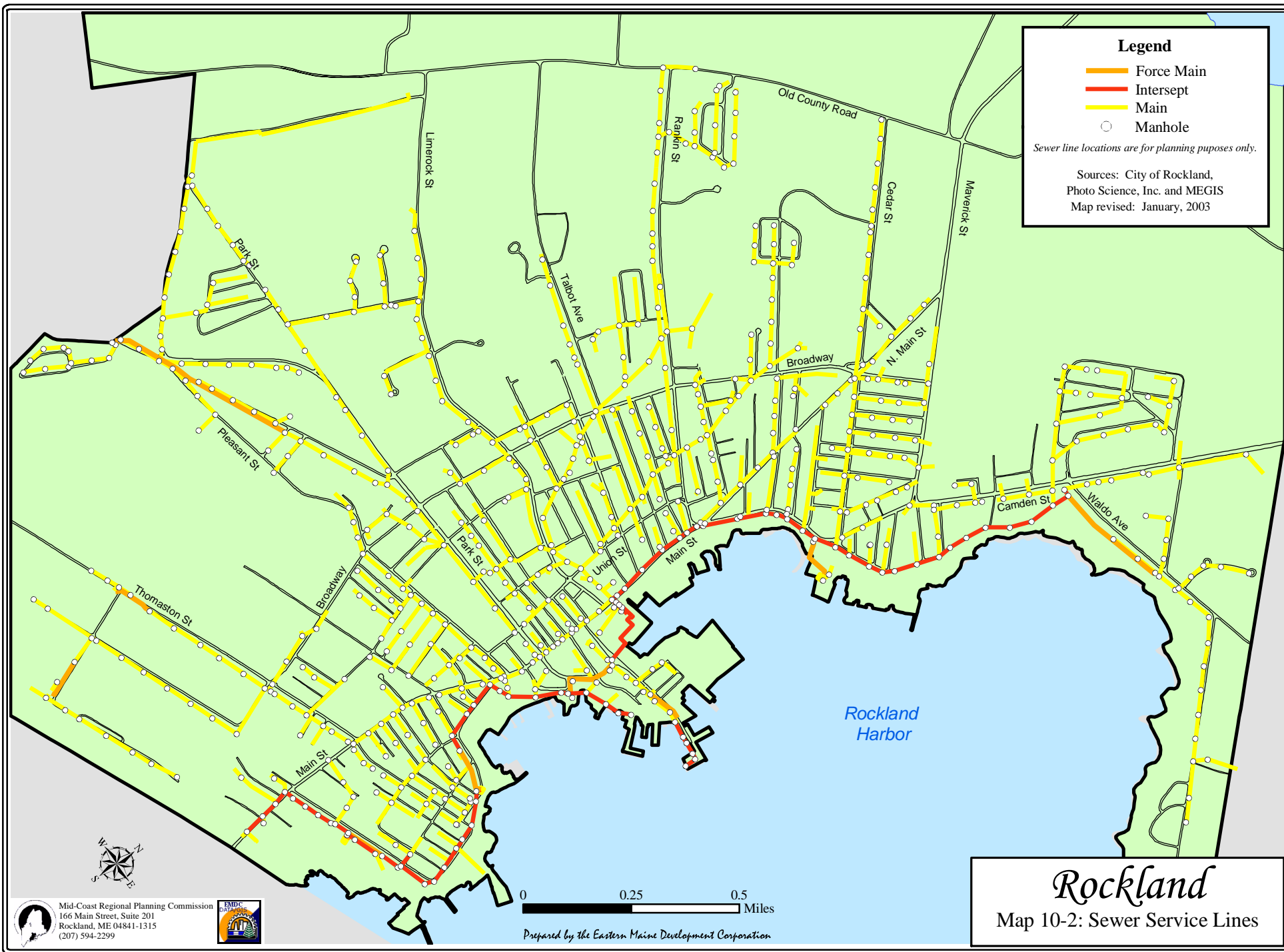
**Goal: To provide the residents, commercial and industrial activities of Rockland with the level of wastewater treatment needed to avoid air and water pollution, at costs that remain affordable to the various users.**

**Policies:**

1. Make maximum use of the capacity of the Wastewater Treatment Facility (WWTF).
2. Seek additional sources of funding to finance the upkeep and operation of the system.
3. Establish realistic equipment replacement schedules to maintain the entire system in good condition.
4. Continue storm water separation wherever economically possible, so as to improve water quality in Rockland Harbor.
5. Reduce the odors through better design and operation of the facility.
6. Prepare plans for the time when, due to the age of the present WWTF, it would require replacement of the entire facility, not just the "moving parts." It may be advantageous to consider relocating the facility away from the downtown and the waterfront.

**Strategies:**

1. Work with adjoining communities to determine if Rockland's Wastewater Treatment Facility can serve their needs more economically than investing in their own WWTFs.
2. Establish capacity charges to recover the capital costs incurred when new users are added. A uniform schedule of capacity charges should be created so that potential users will know the costs involved.
3. Prepare and adopt an industrial pre-treatment ordinance to meet Federal standards.
4. Establish a capital improvement program to meet equipment replacement and modernization needs.
5. Undertake the construction of separate storm water and sanitary sewers in the South End. This would eliminate the Combined Sewer Overflow in the South End, at an estimated cost of \$1.5 million for the project.
6. Continue to operate the WWTF at a high standard so as to eliminate, to the extent possible, the odors which were a problem prior to the recent facility upgrade.



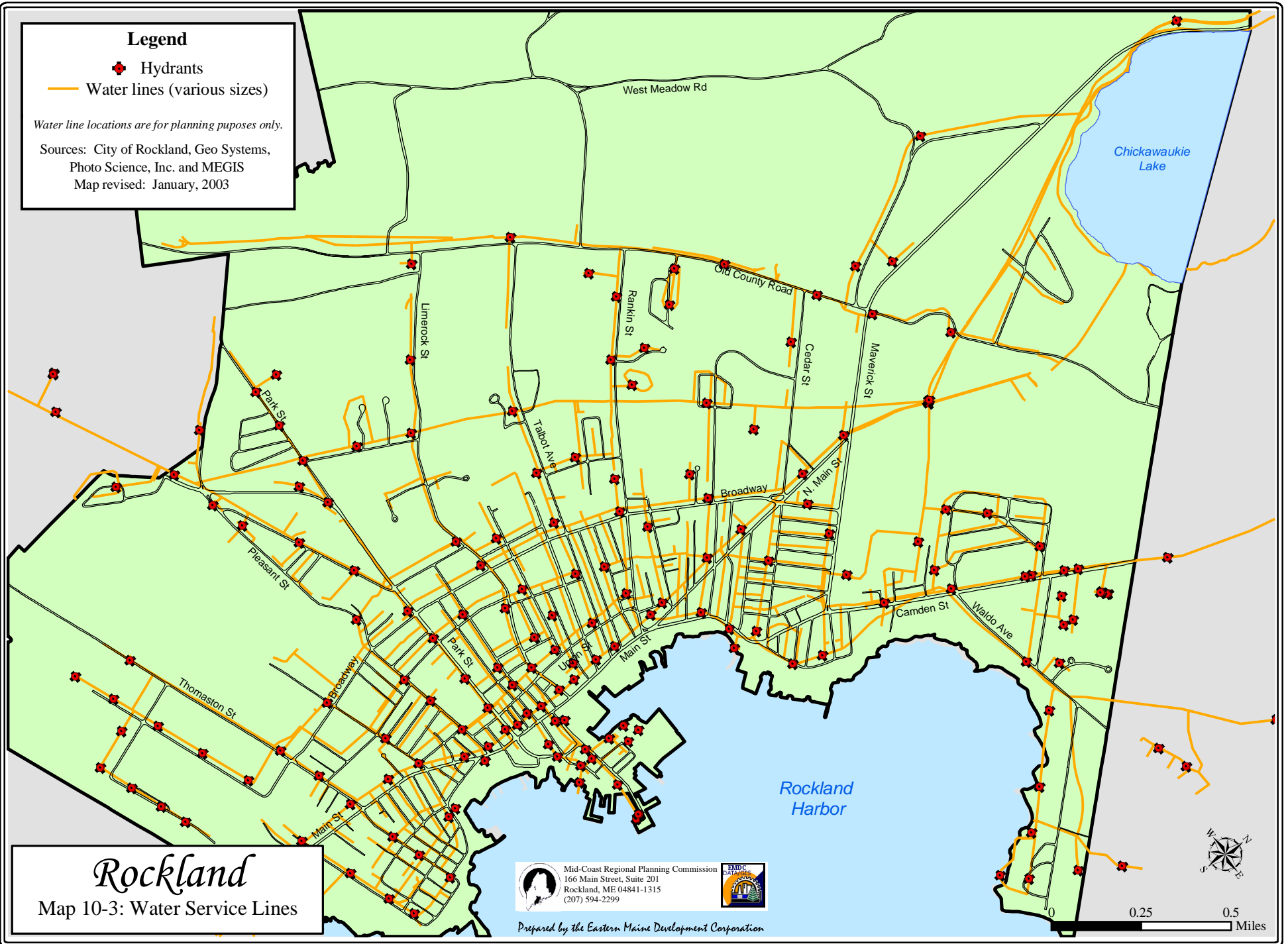
## Legend

◆ Hydrants

— Water lines (various sizes)

*Water line locations are for planning purposes only.*

Sources: City of Rockland, Geo Systems,  
Photo Science, Inc. and MEGIS  
Map revised: January, 2003



# Rockland

Map 10-3: Water Service Lines



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Prepared by the Eastern Maine Development Corporation

## WATER SUPPLY

### Background

Before Rockland had a public water system, homes and businesses were supplied by private wells and collected rainwater in cisterns, which could also be supplied by water from tank wagons. William Farnsworth organized the Rockland Water Company in 1850. By November 1851, water had been piped from Chickawaukie Lake to downtown Rockland. Later, the Isaiah Tolman millpond on Meadow Brook, below the outlet from Chickawaukie Lake, was the source of water, which was pumped to a reservoir on outer Rankin Street to provide pressure. The Camden-Rockland Water Company was formed in 1885 and later took over the Rockland Water Co. Between 1888 and 1892, waterlines were run from Mirror Lake in Rockport to serve Rockland, Thomaston, Rockport and Camden. Later, Grassy Pond, also in Rockport was added as a secondary water source. Chickawaukie Lake then became a backup source, used infrequently. A Portland-based water-holding company, Consumers Water Co., purchased the Camden-Rockland Water Company in 1959 and retained the Camden-Rockland Water Company name until 1993. In 1993, the two other existing water companies in Maine merged into Camden-Rockland Water Company and the surviving corporation became Consumers Maine Water Company (“CMWC”). In 1999, privately held Philadelphia Suburban Corp. (PSC) of Bryn Mawr, Pennsylvania purchased CMWC and it became their subsidiary. CMWC’s local office is in Rockport on Route 17, adjacent to Mirror Lake.

The public water supply distribution system in Rockland consists of 57 miles of water main and one two million gallon finished water storage tank. The distribution system serves most of the developed areas of the City, but is not available to all areas within the municipal boundaries. The current system is bounded by Owl’s Head to the South, Old County Road and Route 17 to the West, Rockport to the North, and Rockport Harbor to the East (see Public Facilities Map). Water is transported to Rockland from Mirror Lake primarily via mains that follow Route 17 to the storage tank on the Old County Road at Juniper Hill. Water is also conveyed into the north end of Rockland from Rockville Street and Route 1 in Rockport, bypassing the Juniper Hill tank.

As stated above, Rockland’s water supply is drawn from Grassy Pond and Mirror Lake. Grassy Pond has a surface area of 185 acres, and Mirror Lake 113 acres. The Department of Environmental Protection’s water quality category classification for Grassy Pond is “Moderate/Sensitive,” whereas for Mirror Lake it is classified as “Good.” CMWC provides protection of the water quality by virtue of ownership of land surrounding these water bodies and other land within the watershed, and by the Town of Rockport through its Land Use Ordinance and Code Enforcement Office. The surface water quality for Mirror Lake and Grassy Pond is excellent, as compared to other Maine surface water sources. Mirror Lake and Grassy Pond are one of twelve Maine surface-water drinking-water supply sources that, because of water quality and watershed management, are able to avoid the surface water filtration requirements of the U.S. Safe Water Drinking Act.

Water is supplied to Rockland by 16” and 10” transmission mains by gravity flow from Mirror Lake along Route 17. These lines separate in West Rockport into two mains, one going to Penobscot Bay Medical Center in the Glen Cove section of Rockport and one continuing along Route 17 into Rockland. A 16” main in Commercial Street (Route One) from the vicinity of Penobscot Bay Medical Center to



## Public Facilities and Services

Warrenton Street in Glen Cove, in Rockport, is connected to a 12" main along Warrenton Street to Waldo Avenue. Within the City, public water is provided through 53.6 miles of water mains. Completed in 1989, the Juniper Hill covered reservoir holds two million gallons. It provides pressure for the entire Rockland system, as well as the line into Owl's Head as far as the Knox County Regional Airport. Seventy-five percent (75%) of the system in Rockland has 6" pipes or larger, and 53% of the system has 8" pipe or larger.

Total water consumption for the Rockland area in 1998 was 705.08 million gallons, including Glen Cove (Penobscot Bay Medical Center, Eastward, Samoset Resort and other residential and commercial customers) and Owl's Head. Estimated consumption for the Rockland area in 1999, based on nine months of records, was 712.66 million gallons. Consumption in 2000 for the City of Rockland was 511.05 million gallons, broken down by customer class as follows:

Customer Class	Gallons	Percentage
Residential	130,852,876	26%
Commercial	62,165,981	12%
Industrial	309,999,624	61%
Public Authorities	8,026,788	1%

FMC BioPolymer is the biggest single customer in the industrial class. Water consumption in the water system has been gradually decreasing over the past 10 to 15 years, particularly as the Rockland waterfront has moved away from its large industrial base with greater water demands. For instance, water consumption in 1980 for the entire 5-town system (Rockland, Rockport, Camden, Thomaston and Owl's Head) was 1,011.3 million gallons, whereas in 2000 it was only 871.2 million gallons.

Conservation messages are regularly communicated to water company customers through newsletters and newspaper articles. Consistent with national trends, they have seen 4% to 5% decreases in household usage over the past ten years as plumbing fixtures are updated and the growing awareness of the value in protecting our natural water resources continues.

The 2001 valuation of the CMWC's property in Rockland is \$4,901,300, of which \$3,981,000 is accounted for by their distribution system. The reservoir on Old County Road is valued at \$708,100, while the nearby pumping station is valued at \$191,400. The distribution system is taxed as "Personal Property" and decreases in value to 20% of its original cost in 28 years.

### Public Fire Protection

CMWC charges the City a fee or "rental" for each hydrant within the City. For 1999, the total was \$238,514; for 2000, the total was \$260,198. The estimate for FY 2000-2001 is \$276,677. As of 2001, there were 168 hydrants in the City. Although these hydrants are used by the Fire Department, they are not part of the Department's budget, appearing in the City Budget as, "Lights & Hydrants Appropriations."

### ISO Rating Study for Fire Protection Suppression

Usually at ten-year intervals, the Insurance Services Office, Inc. ("ISO") of Marlto, New Jersey, performs an evaluation or a rating of the fire insurance classification for the City. The results affect

property insurance premium payments. The most recent ISO survey was performed in April 2001 and it recommended that the current Class 4/9 continue to apply. Thus, there was no change from the 1987-88 rating. Class 4 applies to properties in the City within 1,000 feet of a public fire hydrant, five road miles or less of the Fire Station, and with a needed flow of 3,500 gallons per minute or less. Class 9 applies to properties in the City within five road miles of the Fire Station, but beyond 1,000 feet from a fire hydrant. The remaining area of the City would be classified as Class 10, or all properties beyond five miles of the Fire Station.

Among the items that the ISO looked at in the survey was the water supply system that is available for fire suppression in the City. The City received the highest credit for the type, condition and inspections of its hydrants but received lower credits for water main capacity to provide adequate water pressure for fire fighting. The problem is caused by the older and smaller water main size and the lack of storage capacity (particularly acute in the South End and in the Industrial Park).

In summary, the 2001 ISO survey confirmed the adequacy of the water system for fire protection needs in the City by rating the system at 87% of a maximum score of 100%. The survey confirms that the hydraulic capacity of the water distribution system in the City is good.

### **Public Water Main Extensions and Improvements**

While the ISO rating indicates the general adequacy of the water system for fire protection, the capital planning process used by CMWC considers other factors when prioritizing capital improvement projects in the distribution system (i.e., usage and condition, water quality and the capacity for growth). A point system is used to evaluate individual sections of water main and to prioritize main replacement projects.

Using this system, CMWC has identified areas of the City targeted for main replacement projects. The major projects include Camden Street (Route 1) from the Rockland City line to Maverick Street, South Main Street from Pleasant Street to Thomaston Street, and Thomaston Street to Route 1 along the new access road to the Industrial Park. CMWC will coordinate the timing of these projects with the City, MDOT and others to minimize inconveniences to the public and to reduce overall project costs.

CMWC also plans routine replacement projects for old or undersized mains in conjunction with City paving or Public Works projects. These main replacement projects generally total 2,000 to 3,000 feet each year in the City.

The combined effect of these major projects and the regular replacement program results in the replacement of approximately 1% of the City's water mains each year. This would result in a 100-year replacement cycle, which is in keeping with water industry norms and the typical life expectancy of properly installed water mains.

### **The Public Utilities Commission ("PUC")**

Regulations on the extension, improvements and upgrades to water mains is governed by Chapter 65 "Water Main Extension and Service Line Rule" of the Maine PUC. In summary, if a line extension or upgrade replacement is required because of an increase demand by a new customer, the customer making the request shall pay for the cost of the extension and/or replacement. The intent of Chapter 65 is to limit the money spent by a utility that is generated by current customers to projects that benefit current customers, and not new customers. That is why any replacement, repair, and upgrades to existing customers is made within the normal maintenance program, and not spent on speculative new

customers. The general rule is that the CMWC must ask new customers to pay for any new extensions or replacements, and use the money from current customers to pay for the improvements and maintenance of the existing distribution system. In addition, the PUC rules require that a utility provide adequate public, fire protection, growth. This requirement is what determines the size of the pipe or main to be extended or replaced. The size of the pipe is driven by the desire to provide public fire protection.

### **Regional Water Advisory Committee Study**

In May 1995, the Regional Water Advisory Committee was formed at the request of the CMWC for the purpose of developing a consensus on providing for the future water supply needs. The Committee consisted of representatives from nine communities including the City of Rockland. It met on a regular basis through November 1996. The Committee's effort culminated in the document entitled *Report on the Activities of the Regional Water Advisory Committee, May 1995 to November 1996*.

According to the report, the Camden-Rockland area has not had a shortage of potable water in recent years but shortages have nearly occurred in the summer months when the tourist and visitor population increases. It is during this season that water production has exceeded the daily safe withdrawal limits. However, the reservoirs have been able to hold enough water in reserve to get CMWC through these peak demand periods. Also, the number of residential and commercial connections to the water system is slowly growing whereas industrial consumption is decreasing. The latter is due, in part, to the closing of the fish processing plants in Rockland. The report concluded that a true shortage was bound to occur in time if an effort was not made to expand the water supply or find new sources.

During its investigation into expanding the water supply, the Committee and CMWC investigated Grassy, Hobbs and Fish Ponds, Chickawaukie and Megunticook Lakes, and the Megunticook River. Grassy Pond and the Megunticook River were determined to be the best long-term water supply sources. To increase the water supply, the Committee recommended that a new dam be constructed at Grassy Pond to raise the water level to increase capacity, a new larger pumping station be built to utilize the added capacity, and that land be purchased on the Megunticook River for the construction of a filtration plant site. In order to implement these recommendations, CMWC included \$685,000 in its capital expenditure program recommendations to construct a new dam at Grassy Pond and a commitment to purchase land for a future Megunticook River filtration plant and water intake off Mount Battie Street in Camden, near the Seabright Dam. A dam at Grassy Pond was completed in 2000, along with a 4.5 million gallon per day pumping station to transfer water to Mirror Lake. This dam raised the elevation of Grassy Pond by about 18", thereby increasing its storage capacity. A five-acre parcel was purchased along the Megunticook River in Camden for a future pumping station, filtration plant site. Plans and approvals are in place to bring this on line as the next water source, when necessitated by demand. As of 2001, CMWC officials feel that the recent and planned improvements will meet the needs of its customers for at least the next 20 years.

### **Rockland's Concerns**

During the Regional Water Advisory Committee's planning and study process, the City was given the opportunity to express concerns regarding issues specific to Rockland and to recommend desirable capital improvements. The City Attorney provided Rockland's input.

## Public Facilities and Services

- The City wants to see closer cooperation and coordination of plans among the various utilities serving the City. Prior to construction, utilities should meet with the City to review their plans to provide more efficient planning and to avoid some public aggravation.
- Business expansion along Rockland's segment of Route 90 has been somewhat limited because of the lack of a public water main for fire suppression.
- Adequacy of water flow for fire fighting is a major issue for Rockland. Parts of the City, including Old County Road, North and South Ends and particularly the Industrial Park, have either inadequate or barely adequate fire flows due to the size of the water mains. The industries in the Industrial Park pose a challenge to firefighters because the water flow in the 12" main cannot sustain both sprinklers and water from hydrants.
- An elevated water storage tank either in the Industrial Park or on Ingraham's Hill in Owls Head is considered necessary. A new storage tank and a larger size water main in the South End and in Owls Head would benefit the water flow in the South End, as well the Owls Head's water main to the Knox County Regional Airport.
- Dependent upon construction of an access road to the Industrial Park between Route 1 and Thomaston Street, a new 12" main is needed near Tuttle's Shoe Barn on Route 1, crossing behind City Hall to the BioWhittaker facility on Thomaston Street.
- A main extension is needed on Route 1 from Pen Bay Medical Center to the Maverick Street intersection that will improve the overall flow in the City grid system.
- A provision for redundancy of supply, so that potable water service would not be interrupted if a principal water supply source should become contaminated.

Many of the needed improvements have been accomplished since 1997. The old pumping station on Chickawaukie Lake has been improved and a new water line has been laid between the lake and the reservoir. Thus, Chickawaukie Lake could serve as an emergency water supply in the event other sources were unavailable. A start has been made in connecting Penobscot Bay Medical Center with Rockport Village, providing an interconnection between the Rockport and Rockland systems. A 16" main has been laid from the vicinity of Pascal Avenue to the area of the State of Maine Cheese Company on Route 1. Within Rockland, a 12" main was laid during 2000 in Tillson Avenue financed by FMC BioPolymer to serve their plant. Six and eight inch mains have been replaced by a 12" mains in the South End section of Main Street, and a further extension of the 12" main to the Owls Head town line is under study by CMWC for 2002. On Old County Road, 2" and 6" mains have been replaced by a 12" main from Route 1 in Thomaston extending a short distance towards Dexter Street in Thomaston. If extended further north, this could become a secondary supply line to Thomaston's water system, and serve additional development along and near the Old County Road in Rockland.

### Water Supply Issues and Implications

- (1) Rockland's major water problem involves having enough water pressure, or volume of water passing through water mains, available to provide adequate flow for fire fighting. If the mains are too small, water flows will not increase even with additional storage tank capacity. For this reason, CMWC needs to update to larger water mains. What can the City do to address this problem?
- (2) CMWC has a capital improvement program to replace older water mains servicing existing customers. PUC regulations require new customers to fund any extension of mains to areas

outside existing areas. Does this have an impact on development in areas presently not serviced?

- (3) The lack of a reservoir near the Industrial Park and the small size of water mains serving the Park mean that there is inadequate water volume and pressure to serve both the hydrants and sprinkler systems within the Park and at nearby industrial properties. This may affect the ISO rating that, in turn, affects fire insurance premiums paid by commercial and industrial property owners in the City.

**Goal: To provide Rockland residents and property owners with the quality of water service adequate to meet the needs of residential, commercial and industrial users, including the requirements imposed by fire fighting.**

**Policies:**

1. Encourage CMWC and any affected property owners to increase the size of water mains to provide adequate fire flows. To address these issues, CMWC has included recommendations and suggestions for specific construction projects in its capital improvement program. CMWC has been coordinating with the City to avoid unnecessary disruptions and re-paving costs when upgrading its mains.
2. Cooperate with CMWC to extend water service to areas where it is needed to serve new or increased density development. In the case of low and moderate income housing developments, the City may want to consider cost sharing with the developer to extend water service.
3. Encourage CMWC, industrial park tenants, other nearby industrial property owners, the Town of Owls Head and the Knox County Commissioners to provide a reservoir at or near the Industrial Park which would serve the fire fighting needs of the industrial park area and allow improved water service to areas of Owls Head, including the Knox County Regional Airport. This would provide sprinkler and other improved fire fighting capability at the airport, which will become more important as more aircraft are based there and if increased Federal fire fighting requirements are imposed in the future.

## **PUBLIC WORKS DEPARTMENT**

### **Background**

The Public Works Department is a municipal department that provides for the maintenance of the City's infrastructure. Staffing consists of 15 full-time employees including a Director, Foreman, Secretary, Operators I and II who operate the backhoe, grader, and bucket loader; truck drivers who are classified as Light Equipment Operators; mechanics, stockman and laborer. The Department also employs three summer seasonal employees. Six to seven of the most experienced full-time employees will be retiring over the next several years.

The FY2002 appropriation budget request for Public Works is \$858,993. FY2002 budgeted revenue is \$88,796. FY2001 expense was \$915,808. Revenue for FY2001 was \$88,796.

Large, one-time jobs are sometimes outsourced. Lawn mowing is the only routine maintenance job presently outsourced, even though the City owns its own lawn mowing equipment. This frees up employees to do needed construction work during the warm weather months. To date, this arrangement has been cost-effective and, if it proves ineffective in the future, the City can resume the work.

### **Streets and Roads**

During the winter, Public Works is responsible for plowing and sanding 54 miles of streets and 22 miles of sidewalks. In the downtown area, the merchants are responsible for clearing the sidewalks of snow. There is a written plan that specifies, among other things, which streets are plowed first and how often. For example, the areas around the schools are plowed and sanded first. Private contractors maintain the school parking lots.

Public Works' employees also remove the snow, loading it into privately owned and operated trucks contracted by the City to dump it at night off the Fish Pier (although in some instances Public Works hauls and dumps snow as well). The City receives a snow-dumping permit from the DEP for this purpose. (Public Works has not been able to find temporary workers for snow removal because of the skill level and the class of driver's license needed.)

Public Works does the street line painting except for centerline painting, which is contracted out. This includes parking lines, crosswalks, arrows, etc. This job is usually not completed until late summer because of other pressures on the available workforce.

Public Works is also responsible for keeping the streets clean. The street sweeper is used on all streets in the spring to remove the accumulated sand from the winter sanding. During the rest of the warm weather season, all the major streets are swept once or twice a week. Public Works also cleans up construction debris, fish spills, debris from accidents and the like from City streets.

In June 1999, Rockland voters passed a \$2 million bond issue for paving the City's streets. Although a private contractor is doing the paving, Public Works has done as much of the preparation work as possible. As a result, the project is presently under budget, allowing more streets to be paved than were in the original plan.

The Department also is responsible for maintaining and rebuilding sidewalks, but is unable to do this adequately because, again, there are not enough employees to accomplish all the jobs that need to be done during warm weather months.

## **Sewer and Storm Drains**

The Wastewater Treatment Department (“WWTP”) is responsible for the pressure lines in the sewer system whereas, Public Works is responsible for the repair and maintenance of City sewer lines under public ways, and under private ways where easements were granted and recorded. Homeowners are responsible for private sewer lines connecting into City-owned and controlled sewer mains. Access and repair problems arise when a private sewer line, servicing more than one home, malfunctions. Public Works also repairs, maintains and flushes all of the storm drains in the City.

Public Works is participating in a five-year plan for the rehabilitation of Lindsey Brook at a cost of \$150,000 per year (See Chapter 3: Natural Resources).

## **City Buildings and Parks**

Public Works does minor repairs and picks up the trash at the City-owned buildings and parks. They launch and haul City-owned floats at the marine parks. They also respond to requests from the Garden Committee for work to be done at the parks.

## **Street Signs**

Public Works installs and repairs all street signs in the City except for directional signs on Route 1. They make the signs themselves if that is the most cost-effective way to do it.

## **Other Duties**

Public Works’ other duties include:

- Maintaining the Transfer Station and WWTP’s vehicles and equipment, as well as their own.
- The one-time neighborhood leaf pick-up in the fall and the spring-cleaning pick-up.
- Maintaining City-owned trees, including trimming and removal.
- Setting up voting polls.

## **Vehicles and Equipment**

Public Works owns and maintains the following vehicles:

- 4 Pickup Trucks, 1993, 1991, 1998, 1999
- 6 Large Dump Trucks 1989, 1996, 1999, 2001(2), 2002 (delivered 11/01)
- 2 Ton and a half Dump Trucks 1988 (being traded for 2002 large dump truck), 1996
- 1 Ton Dump Truck 2000
- 2 Backhoes 1993, 2000
- 1 Loader 1997
- 1 Sidewalk Tractor 2001
- 1 Small Sweeper 1999
- 1 Wheel Loader 1999
- 1 Grader 2001

The Department also owns miscellaneous attachments and equipment including a posthole digger, sickle bar, compactor, compressor, welder, roller, cement mixer and a generator, mowers (2), snow blowers (2), sanders, paint machines (2), and trailers (4).

## **Capital Improvement Program (CIP)**

Public Works' plan for vehicle and equipment replacement and street improvements road surfacing is contained in the City Council-approved *City of Rockland Capital Improvement Program 1998-2002* ("CIP"). Replacement of major vehicles and equipment, as well as improvements for streets, roads and sidewalks should follow the CIP schedule.

### **Public Works Facilities**

The Public Works garage is located off outer Pleasant Street on Burrows Street on a 5.35-acre parcel of land. The facility is old, has safety and space issues, and needs to be replaced.

Because of the facility's location and topography, the area is subject to drainage and silicon-dust emission problems. In wet weather, drainage from the uncovered sand and salt piles leaches into the Wesaweskeag Marsh. In order to address the drainage situation, control measures may need to be installed. Under the current proposed layout scheme for an access road to the Industrial Park (connecting Route 1 to Thomaston Street), the facility's location does not appear to be an immediate problem. However, the if location of proposed access road changes, consideration to relocating the facility to the Transfer Station area or to another location may be required.

### **Public Works Issues and Implications**

- (1) Public Works has a difficult time finishing seasonal maintenance jobs because they do not have enough employees. What can be done to plan for the replacement of retiring employees?
- (2) The Public Works' garage is old and is not up to Code and OSHA standards. Can and should the City fund a new facility?
- (3) Should the proposed Industrial Park access road necessitate taking a part of the Public Works' facility, depending on the route, a new location for the garage may be needed. Where should a new facility be located?
- (4) Drainage from uncovered salt and sand piles is leaching into the Wesaweskeag Marsh, a Wildlife Management Area. What measures can be taken to prevent this?
- (5) There are numerous private sewer lines that service more than one home, which are difficult to access and repair. What, if anything, should the City do about these private sewer lines?

**Goal: To improve the Public Works' facilities and to maintain it at a level which will encourage and support future growth and development.**

### **Policies:**

1. Move the Public Works facility to City-owned land at the Transfer Station.
2. Build a new Public Works facility that will be adequate for short-term future needs and that will also allow for expansion to meet longer term future needs.
3. Cover present salt and sand piles in a way that will protect the surrounding area from drainage from the piles.



**Goal: To provide for a well-staffed, well-equipped Public Works Department.**

**Policies:**

1. Increase staff to a level where the responsibilities of the Department can be adequately carried out.
2. Follow the CIP Plan for equipment replacement to ensure that the Department remains well equipped.

**Goal: To provide current infrastructure information to Public Works.**

**Policies:**

1. Adequately and accurately, map the City infrastructure.
2. When discovered, encourage the replacement of private sewer lines servicing more than one home, so that each home individually connects into the City-owned and controlled sewer main.

## SOLID WASTE DISPOSAL FACILITY

### Background

From the cessation of active quarrying more than 60 years ago and until 1988, an abandoned quarry, now called Quarry 2 South, was used for all of Rockland's municipal solid waste (MSW). In 1982, MDEP approved the use of Quarry 2-North for the disposal of C&D (construction and demolition debris), and FMC waste. At the same time that these wastes were being disposed in Quarry 2-North, Rockland continued to use Quarry 2 South for municipal solid waste disposal. By 1988, the Quarry 2 South portion of the landfill was filled and subsequently approved by MDEP for closure. The closure consisted of constructing a clayey-soil cover, vent pipes and leachate pumping system to maintain inward flow gradients of water to prevent contamination. At that time, MDEP approved the construction of a new transfer station to handle the City's municipal solid waste. The solid waste transfer station is a part of Public Works Department. In 1998, the MDEP passed additional regulations requiring environmental monitoring and reporting, an operations manual specific to the facility, and training.

The facility is situated on a 59-acre parcel of land located south of Limerock Street next to the abandoned quarries East of Old County Road. It is also bounded on the South by Pleasant Street. The facility consists of the following:

- A 40' x 60' transfer station building (including an office) for non-recyclable, non-hazardous residential, commercial and industrial waste. Inside, there are two hoppers, which compact MSW into trailers.
- A 24' x 24' universal hazardous waste collection building for all household hazardous waste products.
- Three push-off trailers for hauling waste to the Penobscot Energy Recovery Facility (PERC) in Orrington.
- Two connected recycling buildings consisting of a 40' x 60' building and a 30' x 40' building used to recycle corrugated cardboard, paper, glass, tin and aluminum cans and plastics
- Four balers to compact recycled material.
- A Tub-grinder for wood waste reduction.
- A portable waste oil collection tank.
- A chemical plant that pre-treats the leachate from the quarries with hydrogen peroxide prior to discharge into the City's wastewater collection system.
- Abandoned quarries one of which is used to dispose of the filter-aid or the residual by-product from FMC's operation and C&D debris.
- A truck scale for weighing C&D debris going into the landfill and for weighing MSW from commercial haulers.
- Two Uni-loaders, one pick-up truck, a bulldozer and a Chafe loader.

The tub grinder was purchased with City funds and a \$160,000 match by FMC for the purpose of extending the life of the quarries.

Staffing consists of a Foreman, five full time attendants, and a newly appointed part-time recycling attendant.

The FY2002 budget request is for \$987,565, the estimated FY2001 year-end expense is \$953,582. In 1999 the actual year-end expense was \$744,941. FY2002 budgeted revenue is \$310,700, the estimated FY2001 is \$342,700 and the actual FY1999 was \$181,715.

### **Capital Improvement Program (CIP)**

The *City of Rockland Capital Improvement Program 1998-2002* contains a more detailed vehicle and equipment inventory as well as the approved five-year equipment replacement and site improvement schedule.

### **Landfill**

The currently active landfill, located in Quarry 2 North, is used for construction and demolition debris and for FMC special waste. Quarry 2 South has been capped. Leachate from both quarries is pumped, treated for odor and discharged into the sewer pipes at the landfill. In addition, several monitoring wells measure water quality in both areas.

Quarry 2 South has developed several depressions in the cap (caused by settling waste) allowing more precipitation to leach into the quarry (instead of running off), which must then be pumped and treated.

Quarry 2 North is being filled in three stages; Stage One is nearly complete. In order to reduce the amount of leachate caused by precipitation, this stage will need an intermediate cover. Although there is a substantial cost for the cover, the cost of pumping will be reduced. It is very difficult to predict when this quarry will finally be full because there has not been a good way to measure what has gone into it in the past. Current estimates are in the 10 to 20 year range. When it is full it will need to be capped and then pumped and monitored in perpetuity.

Depending upon wind conditions, some areas around the landfill have been experiencing problems with bad odors coming from the unfilled section of Quarry 2 North. The odors are the result of waste in the adjoining section of the quarry has mixing with the water in the unfilled section. Because the water also has a thick layer of debris floating on it, a workable odor abatement treatment (such as with a foam layer) has not yet been found. Some of the areas most affected by the odors are among the areas in the City with the most land available for development.

FMC pays an annual fee to use the landfill and has also provided funding for many major projects. FMC is currently developing a method of removing more of the water from their waste at the plant itself, so that less will need to be pumped from the landfill. On July 1, 2001 user fees for C&D debris became effective. Prior to this there had been no charge to use the landfill for C&D. The fees are based on volume and exempt small amounts of residential debris as well as residential yard waste.

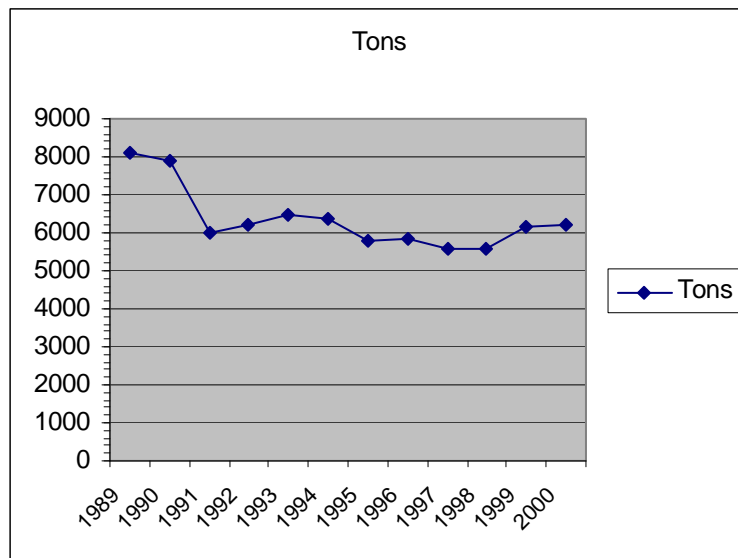
## Transfer Station

Municipal Solid Waste (MSW) is collected at the transfer station and is hauled by the City to the incinerator plant in Orrington (PERC) where it is burned and converted into electricity for eventual sale to the Bangor Hydro Electric Company. The truck used for this purpose belongs to the WWTP and is driven by a WWTP employee. Rockland does not have municipal trash pickup so individuals and businesses either bring the waste themselves or hire a commercial trash hauler, licensed by the City, to do so. Some of the larger commercial businesses also have an agreement with Rockland to truck their own waste to PERC.

The City of Rockland holds a charter contract dating from the formation of PERC. Several years ago, Bangor Hydro, PERC and the communities of central and eastern Maine engaged in lengthy negotiations to address the cost issue as Bangor Hydro believed that it was paying too much for the power it was purchasing from PERC. The communities were represented by the Municipal Review Committee, of which Rockland is a member. The parties to the new contract agreed to provide for the long-term stabilization of tipping fees for the communities and to increase the long-term viability of PERC. The current contract expires in 2018. The fees are refigured quarterly; Rockland is currently paying an average of \$56.00 per ton. Because Rockland is a charter member, the City annually receives a share of PERC revenue. In 2000, this revenue effectively lowered the tonnage rate to an average of \$45.00. There is also a minimum tonnage requirement of 5100 tons.

The following graph lists the tonnage of MSW generated by the City and hauled to PERC from 1989 through 2000.

**Graph 10-1**



Between 1989 and 1996 tonnage hauled significantly decreased. This can be largely credited to the City's successful recycling effort.

## Recycling

The City of Rockland has engaged in a very active recycling program since 1991. The following Table describes the kinds and amounts of material that is recycled. The recycling facility consists of two buildings. Residents drop their recyclables through windows into small bins, which are emptied by

employees. Paper and cardboard are baled and stored in this and the other building. Because of limited space, cardboard may have to be stored outside. An entrepreneur takes metals and white goods. Wood is ground up and used as landfill cover or sold.

Revenue from recycling itself is variable because of the inconsistent commodities marketplace. However, there can be significant savings in tonnage fees when waste is recycled instead of being sent to PERC.

Although the City consistently exceeded the State's goals for recycling among its peer communities at 51% until 1997, the rate has since declined to 33.8% as of 1999. The average rate for the state is 40.4%, short of the state's goal of 50% by 2000. As a result, the State Planning Office has recommended that the target date be once again extended.

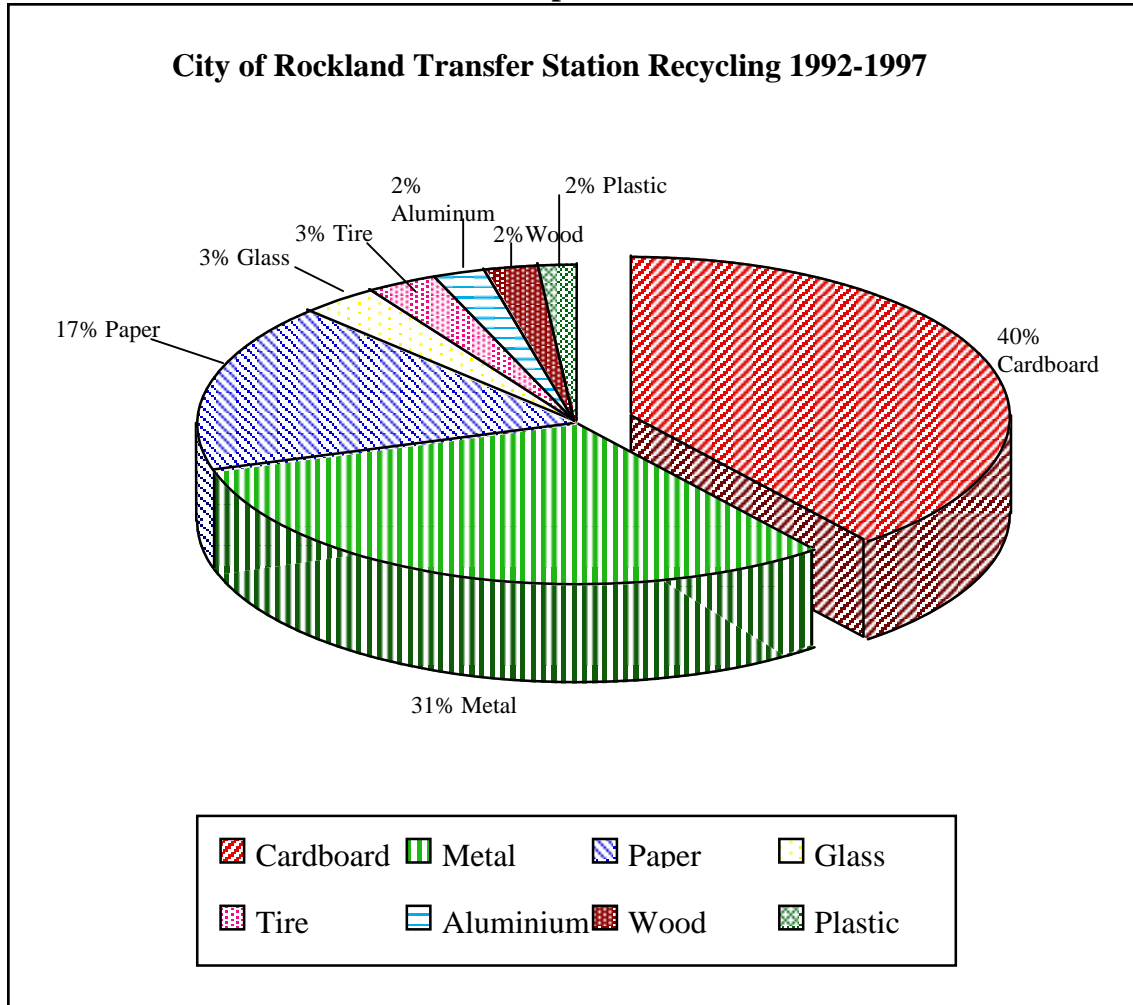
In June 2001, the City received a grant from the state to set up a program to recover and recycle Universal Wastes and Mercury Added Products. Universal Wastes are hazardous wastes generated by households and small businesses that would not typically generate other hazardous wastes. Fluorescent light bulbs and computer monitors are examples. As of 1/1/05 there will be a full ban on disposal of Mercury added products. Rockland will be the regional host site for Thomaston, So. Thomaston, Owls Head and St. George if agreements can be reached among the communities.

**Table 10-7**  
**Transfer Station Recycling**

<b>Year</b>	<b>Cardboard</b>	<b>Paper</b>	<b>Glass</b>	<b>Aluminium</b>	<b>Plastic</b>	<b>Metals</b>	<b>Tires</b>	<b>Wood</b>
1992	441	80	114	--	52	625	66	--
1993	554	938	104	--	25	840	120	20
1994	1,226	723	--	242	42	838	220	25
1995	1,287	377	117	--	61	1,033	40	128
1996	1,288	377	117	72	52	933	57	--
1997	1,739	371	78	51	41	752	18	170
<b>TOTAL TONNAGE</b>	<b>6,535</b>	<b>2,866</b>	<b>530</b>	<b>365</b>	<b>273</b>	<b>5,021</b>	<b>521</b>	<b>343</b>

As illustrated by the table the biggest volume commodity that the transfer has to deal with is cardboard from Van Balen and from other businesses. The transfer station also handles a large volume of metals and paper as well.

**Graph 10-2**



### **Waste Issues and Implications**

- (1) There will be substantial costs involved when the landfill is closed.
- (2) The landfill is currently estimated to be full in 10 –20 years. Should the City accept C&D debris from other municipalities (or the state) in order to increase revenues even though it might shorten the life of the landfill? Or should the landfill be made available to Rockland taxpayers as long as possible. Can the amount of waste added be better measured?
- (3) Odors are a problem for areas around the landfill. What can be done to mitigate these odors?
- (4) MSW disposal has been assured through recent efforts to assure the longer-term viability of PERC. Although a crisis has been avoided for the present and PERC remains open, such crises will continue to occur as no permanent long term solid waste disposal solution, except recycling, has been found.
- (5) The commercial trash haulers now licensed in Rockland do not provide their customers with a means to recycle. Should they be required to pick up separated recyclables?

## Public Facilities and Services

- (6) The recycling percentage rate has fallen in the past two years. Should user fees for non-recyclables be instituted in order to encourage recycling? Will education and a better recycling facility increase the recycling rate?
- (7) Because of limited space and equipment different grades of some recyclables, for example paper, are mixed, resulting in a lower price. Cardboard sometimes must be stored outside and gets wet.
- (8) Should the recycling operation be regionalized in Rockland or elsewhere in order to pay for a larger and more efficient facility?
- (9) There is a substantial amount of unused property at the facility. Would it be feasible to utilize this property for a composting operation?
- (10) When the landfill is closed, there will be even more unused space. Should this land be developed?
- (11) When the landfill is closed, how will Rockland dispose of C&D debris since this waste cannot be sent to PERC?

**Goal: To provide Rockland residents and businesses with a Solid Waste Disposal Facility that is clean and efficient, that maximizes recycling and minimizes the amount and cost of MSW disposal, and that has as little negative impact on the environment as possible.**

## Policies

1. Set up a reserve account and fund it.
2. Equipment replacement and site improvement needs to follow the CIP schedule in order to ensure that the City continues to meet its recycling goals and to provide for solid waste disposal.
3. Rockland should use any fees generated from outside the City for landfill use to fund a reserve account that would offset the costs of pumping the quarries once the landfill is closed.
4. The City needs to determine if rapid filling of a portion of the landfill will eliminate odors. If so, then the City should accept a fee for demolition debris from outside the City until the odor is controlled.
5. The recycling program should be strongly supported. Education and Pay per Bag should be part of this program.
6. The recycling facility should be improved with the goals of providing adequate space for the storage of recyclables as well as making it easier for residents and businesses to use.
7. Regionalizing the recycling operation should be investigated.
8. Commercial haulers should be required to pick up separated recyclables.
9. Alternatives to sending trash to PERC should be investigated so as to minimize any crises should that option become burdensome or eliminated.
10. The feasibility of composting should be investigated.
11. Investigate the feasibility of developing the unused space when the landfill is closed.
12. Prohibit utilizing additional quarries for waste disposal, with the exception of the disposal of inert materials including demolition debris, tree stumps, and similar materials as allowed by law.

## **ROCKLAND PUBLIC LIBRARY**

### **Background**

The Rockland Public Library is a Department of the City Government as established by City Code. As such, the City owns the library building, provides for most of its operational and Capital Improvement Program (CIP) funds, and the City Council appoints the Library Advisory Board. Staffing consists of six full-time persons, including the Director, Deputy Director, Reference Librarian, Children's Librarian, Circulation Librarian, a Library Technician, two part-time employees and 20-30 volunteers.

The budget for the library for FY2001-2002 was \$248,449 after revenue. For FY2002-2003 the library budget after revenue is \$283,272. The per capita City appropriation for FY2002 is \$32.65. Besides City funds, the library also has trust funds for the purchase of books. Income from the sale of older books through the Friends of the Library is also used for new book purchases.

The facility serves between 300 and 350 persons per day, including telephone inquiries. The staff performs additional reference and research work. There are 4,000 resident library cardholders from Rockland. Although most the library's customers are from the City of Rockland, it also serves nearly 1000 non-resident users (who pay a fee) from the western and southern Knox County communities of Washington, Appleton, Union, Warren, Cushing, Friendship, South Thomaston, Thomaston and Owl's Head, because either their libraries are only open for a few hours a week or because the Rockland Library possesses more resources.

The library is open 54 hours per week and offers a variety of programs for all ages and special interest groups. These programs include children's reading hours, Friends of the Library sponsored community field trips for older children, micro-film facilities for town historical and genealogy research, lecture programs for adults, after school library study for students, Books on Wheels (delivery and pick up of books, tapes and videos to those unable to get to the library), as well as providing space for tutorial and literacy volunteers. Other offerings include computer terminal hookup to the Internet and the World Wide Web that allows patrons to access outside electronic information sources not available in the library.

### **Library Facility**

The Library is a granite structure located on Union Street and in the Residential Historical District. It is also on the National Register of Historic Buildings. The library building was originally funded, for the most part, by a grant of \$20,000 given by Andrew Carnegie and accepted by the City on May 19, 1902. One of the conditions of the grant required the City to pledge to make an annual appropriation of \$2000 for the support of the library. Over the years the City's appropriation has far exceeded this amount, even indexed for inflation. The building was dedicated in 1903.

### **Library Expansion**

In April 2000 ground was broken for the new 10,000 sq ft. wing and the library was moved to temporary quarters. In August of 2001 the library moved back into a renovated and expanded building that will serve the needs of the community well into the 21<sup>st</sup> century. The original building was completely renovated with careful attention to preserving and restoring its historic interior and exterior.



The new wing was carefully designed to complement the old. Total library space is now about 19,000 sq ft. The expansion allows for an enlarged children's section, more meeting, study and display rooms, and state of the art information technology. The Shore Village Historical Society also is able to have exhibit space there.

The group that has accomplished this ambitious task is the Rockland Public Library Endowment Association (RPLEA). This is a non-profit organization authorized by the City Council to raise funds solely for the purpose of the expansion and for an endowment fund for the library. RPLEA raised \$3 million from private donations as well as a contribution of \$185,000 from the City of Rockland.

### **Library Issues and Implications**

- (1) Because of the expansion of the library and the probability that this will lead to increased use, operating costs for the library will increase. Is the present City budget appropriate for the library?
- (2) The Rockland Public Library Endowment Association has established an endowment fund for the library. Should this and any other endowments be kept separate from the City operating budget?
- (3) By virtue of its location and its resources it has evolved into a regional library. To accommodate this shift and assure the existence of new programs at the library, should surrounding communities be encouraged to show more support?
- (4) Should Rockland take a leadership role in cooperation and coordination with surrounding communities?
- (5) Since the newly renovated library is expected to have increased usage, should the hours of operation be expanded?

**Goal: To recognize the Rockland Public Library as an important cultural and informational resource and to support and maintain it for the benefit of the community.**

#### **Policies:**

1. The Library Endowment Fund will be kept separate from City funds. The City will adequately provide for operations and maintenance.
2. Optimize the hours of operation of the Library to best serve the community. Opening the library on Sunday should be considered.

**Goal: The Rockland Public Library should take a leadership role in regional coordination and cooperation.**

#### **Policies:**

1. Strengthen the collections of the library that could be used regionally, such as the historical collections.
2. Coordinate and cooperate with the special and professional libraries in the area.
3. Raise the non-residential library card fee.
4. Offer neighboring communities the opportunity to pay a pro-rata share of the library operating budget, which would allow their citizens free access to the library.

## SHORE VILLAGE MUSEUM

### Background

The Shore Village Museum, also referred to as “Maine’s Lighthouse Museum,” has one of the largest exhibits of U.S. Coast Guard (“USCG”) and Lighthouse Service artifacts in the country. The museum originally grew out of a popular exhibit at the Rockland Coast Guard Station, when Ken Black (the present Museum Director) was the Commanding Officer from 1968 to 1973. In 1975, the USCG decided to build a new station that did not include the exhibit. In order to save the artifacts, the USCG approached the City to see if they were interested in displaying the items. One event led to another, and the Ladies of the Grand Army of the Republic (GAR) and the Daughters of Union Veterans donated their meeting hall on Limerock Street to the City. The artifacts were moved into the GAR building in 1977. It was officially dedicated and opened to the public in the same year. The collections of lighthouse and maritime artifacts include those on loan from the Coast Guard as well as artifacts acquired by the museum since 1977. The museum is well known both statewide and nationally and the Director is often called upon to speak about lighthouses at state and national gatherings. The museum also publishes a twice-yearly newsletter of national lighthouse news.

The Shore Village Museum is a department of the City established by Rockland Code. As such, the City owns the museum building, provides for part of museum’s budget, and the City Council appoints all nine members to the Advisory Committee.

Staffing consists of two paid part-time seasonal employees, an unpaid Director and other volunteers. Although the museum is a year round operation, it is only open for visitors from June 1 to Columbus Day and other times by appointment. Also, there is a museum gift shop. The income from sales helps to support the museum. Admission to the museum is free.

The Museum also included exhibits of Rockland memorabilia owned by the Shore Village Historical Society and exhibits of Civil War memorabilia previously owned by the Sons of Union Veterans and Daughters of Union Veterans. The collection of Civil War memorabilia was gifted to the City in 1993 and included a collection of invaluable books containing rare Civil War records. The gift was accepted by the City Council on December 13, 1993 by Resolve #93, which action further resolved “the Civil War collections shall be inventoried and catalogued as soon as possible.” The last inventory of the Civil War collection that the City has on file was performed in or about 1987. It should be noted that the City is the successor-in-interest of the Shore Village Historical Society’s collection pursuant to its Articles of Incorporation.

The Shore Village Historical Society’s collection and the City’s Civil War collection were recently moved to the newly renovated library. A Lease was entered into between the City and the Shore Village Historical Society on April 11, 2001 for 2,650 square feet of ground floor space to house, display, catalog and archive the collection, and hold meetings. The Lease term is for one year, renewed automatically, for \$1.00 of consideration annually. Because these two collections have been exhibited in the same space for years, ownership of some of the artifacts is not clear. For example, a donor would give an item to the museum, but not specify whether it was being donated to the City or the Historical Society.

For FY2001, the budget appropriation request was for \$33,382 and budgeted revenue was \$14,200. For FY2000, expenses were \$30,862 and revenues were \$16,200. Within the next several years, the present unpaid Director may be retiring. The estimated cost of hiring a new paid Director is \$52,600 annually (\$40,000 in salary, \$12,660 in benefits).

### **Museum Facility**

The Lighthouse Museum is located at 141 Limerock Street off Route 1 and situated within the Residential Historical District. Although the museum is popular and welcomes many visitors, it is away from the downtown and waterfront areas that receive the largest flow of visitors and tourists. Recently, the City sold the building, and the Director and Board are searching for a new location for the museum where it could attract more seasonal foot and vehicle traffic. Ideally, this location would also be closer to the waterfront. The Director is optimistic that funding can be found so that this can be accomplished within the next several years.

### **Inventory of Collections/Insurance Coverage**

An updated inventory of the Lighthouse Collection and the Civil War Collection needs to be performed to determine ownership as well as to establish adequate insurance coverage based on current appraisals, donor agreements and/or “on-loan” contingencies.

### **Museum Issues and Implications**

- (1) Museum funding is minimal and is based upon City appropriations, visitor donations, gift shop income, and museum savings. In order to ensure the museum’s long-term viability, should the City seek other sources of funding?
- (2) Some of the Lighthouse Collection given to the museum has never been formally accepted by the City, while other parts of the collection belong to the City and yet other items are on-loan from the USCG. How can the collection be inventoried accurately, artifacts gifted to the City as necessary and adequate insurance coverage provided?
- (3) The City-owned Civil War collection is housed with the Historical Society’s collection at the Library. How can an updated inventory be performed on the Civil War collection and adequate insurance coverage provided?
- (4) Only the Lighthouse Collection remains at the Shore Village Museum (the Shore Village Historical Society collection and the Civil War collection have moved to the renovated library). Should the name of the museum and of the department be changed to reflect the fact that only the Lighthouse Collection remains at the museum?
- (5) The position of Director is unpaid and held by Ken Black who was instrumental in starting the Museum and who continues to contribute many hours to new acquisitions and to running the museum. Ken Black may retire from this position within the next few years. Should the City hire a paid director when this happens?
- (6) The City sold the building housing the museum. Should the City assist the museum in finding a suitable new location? To what extent should the City fund the museum’s operations?

**Goal: To continue to preserve, protect and display the Civil War Collection.**

**Policies:**

1. The City should perform an inventory and appraisal of the Civil War Collection.
2. The City should provide for public access to the Civil War Collection and for its proper display.

**Goal: To continue to support the Shore Village Historical Society in its efforts to preserve, protect and display Rockland's history.**

**Policy:** The City should continue to provide affordable space to the Shore Village Historical Society.

**Goal: To encourage the privatization of the management of the Lighthouse Collection and it's continued display in Rockland.**

**Policies**

1. The City should work with the Director and the Board to seek additional sources of funding for the Lighthouse Collection.
2. The City should perform an inventory and appraisal of the Lighthouse Collection.
3. The City should be supportive of efforts by the Director, Board and any local group working to relocate the Lighthouse Collection to a larger and more physically accessible building, particularly to a location near the waterfront or downtown.

## SCHOOLS

### **School Administrative District #5**

Rockland, Owl's Head and South Thomaston joined resources in 1959 to form School Administrative District #5 (SAD 5). All of Rockland's public school students are educated in District's schools located within the City. Students from South Thomaston and Owl's Head join the Rockland students from grade 6 onward. Since SAD 5 is a consolidated district, all information given here is district-wide unless otherwise noted.

A board comprised of eleven elected directors who serve staggered three-year terms governs administration. Seven of the directors are Rockland residents elected by Rockland residents. Owls Head and South Thomaston each elect two directors from their respective municipalities.

The District is funded by a complex formula developed by the State Legislature. The State contributes an amount based on the District's enrollment and valuation. The balance is raised through local taxes based on each community's property valuation. The State's contribution has dropped substantially since 1990 resulting in a considerably increased tax burden for each of the District's three communities.

SAD 5 establishes and receives approval for its own budget. SAD 5 then informs each municipality of what its share of the budget is. Once the City of Rockland knows how much its share of the budget is, the City can then establish the Mill Rate, which includes the Municipal budget and the City's share of the County budget. In the latest year for which financial figures were available (2000-2001), Mill Rate for Rockland property owners was \$23.70. Of that, \$11.91 (50.3%) of the Mill Rate was for SAD 5 funding. In terms of the Districts budget, Rockland was responsible for 64% of the District's local revenue while Owl's Head was responsible for 21% and South Thomaston was responsible for the remaining 15 %.

Statistics for SAD 5 show a sharp decrease in enrollment from the 1980-81 school year to the 2000-2001 school year. Over this 20-year period, enrollment dropped by 690, or by 32% (see Table 10-8). At the same time, for the years 1988-89 to 1999-2000<sup>2</sup>, SAD assessments have risen by almost 3.7 million dollars, an increase of about 53%. SAD 5's per pupil expenditure of \$5,998.00 ranked 98<sup>th</sup> highest of the 264 Districts in the State of Maine (see Table 10-9). The only school district in the area with a lower per pupil cost in 1999-2000 was SAD 40 with a per pupil cost of \$5,444.08 and a ranking of the 164<sup>th</sup>. SAD 5 has many fixed costs that are not affected by changes in student enrollment. In addition, the District is required to provide several programs that are mandated by either the State or Federal governments, many of which require 100% local funding. Those costs when coupled with declining student enrollment have resulted in a per-pupil cost that continues to rise at a rate greater than the rate of inflation.

There are presently five SAD 5 facilities within the City of Rockland. The McLain School built in 1894 is currently used as the office for administration, Special Education, and shared programs for the school District. Schools within the City of Rockland and the years they were built are as follows: South School (1949), MacDougal School (1954), Rockland District High School (1962), and the Rockland

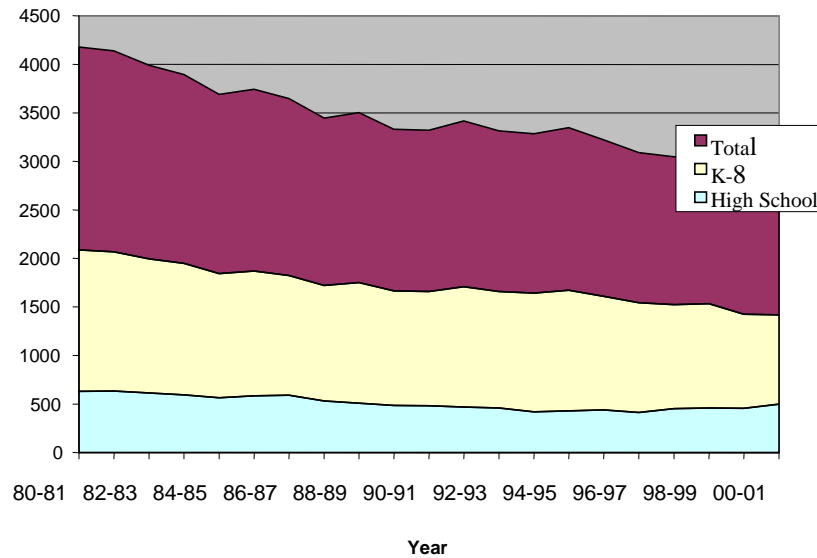
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<sup>2</sup> The years for which financial figures were provided by SAD 5 and Maine Department of Education.

## Public Facilities and Services

Middle School (1999). Recent capital improvements undertaken by SAD 5 were the completion of the new Rockland Middle School in 1999, renovation of the auditorium at Rockland High School, and completion of a 1.5 million-dollar expansion and renovation of South School. All schools within the City of Rockland are under capacity (see Table 10-10). School capacities are based on a conservative limit of 20 students per classroom. If the trend of declining student enrollment continues, these facilities will continue to be under-utilized, which will likely increase the cost per student.

**Graph 10-3**  
**SAD 5 Enrollment 1980-2000**



**Table 10-8**  
**SAD 5 Historical Enrollments**

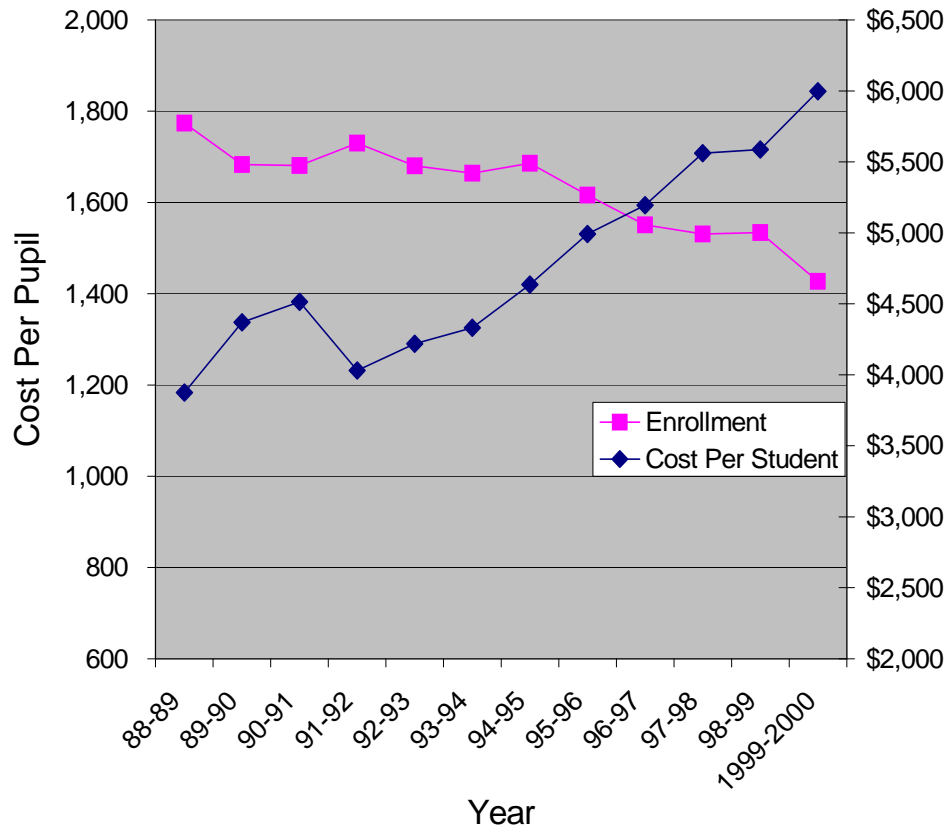
School Year	K-8	High School	Total SAD 5 Enrollment	Private
80-81	1,459	630	2,089	N/A
81-82	1,436	633	2,069	N/A
82-83	1,380	614	1,994	N/A
83-84	1,353	595	1,948	N/A
84-85	1,280	565	1,845	N/A
85-86	1,285	586	1,871	N/A
86-87	1,233	591	1,824	N/A
87-88	1,192	532	1,724	N/A
88-89	1,241	510	1,751	N/A
89-90	1,176	488	1,664	N/A
90-91	1,177	484	1,661	N/A
91-92	1,238	471	1,709	N/A
92-93	1,199	459	1,658	N/A
93-94	1,225	418	1,643	N/A
94-95	1,244	429	1,673	54
95-96	1,171	439	1,610	61
96-97	1,132	412	1,544	79
97-98	1,071	452	1,523	95
98-99	1,074	460	1,534	80
99-00	969	458	1,427	85
00-01	918	500	1,418	87

**Public Facilities and Services**

**Table 10-9**

School Year	Revenues	Expenditures	Cost Per Student
88-89	\$6,920,934	\$6,874,466	\$3,875
89-90	\$7,452,183	\$7,353,270	\$4,369
90-91	\$7,554,253	\$7,589,849	\$4,515
91-92	\$7,039,896	\$6,973,255	\$4,031
92-93	\$7,022,171	\$7,086,974	\$4,218
93-94	\$7,320,511	\$7,207,254	\$4,331
94-95	\$7,900,997	\$7,814,216	\$4,635
95-96	\$8,334,356	\$8,066,778	\$4,992
96-97	\$8,747,259	\$8,242,154	\$5,195
97-98	\$9,054,557	\$8,493,953	\$5,561
98-99	\$9,724,540	\$8,674,457	\$5,587
1999-2000	\$10,611,467	\$9,285,113	\$5,998

**Graph 10-4**  
**Enrollment and Cost Per Pupil**



**Table 10-10**  
**Student and Space Capacity in Rockland**

<b>SCHOOL</b>	<b>TOTAL SQUARE FEET</b>	<b>STUDENT CAPACITY (20 students per classroom)</b>	<b>ACTUAL ENROLL- MENT December 2001</b>	<b>PRESENT % of CAPACITY</b>	<b>ACRES Actual/ Recommended</b>
RDHS	64,000	640	524	81%	21.0 / 20.0
RDMS	53,000	440	367	83%	14.0 / 14.0
South	30,550	240	211	88%	7.0 / 7.0
MacDougal	17,768	240	213	88%	6.2 / 8.0

The Maine Educational Assessment (MEA) is designed to measure the State's "learning results" standards for what children know and should be able to do. State Legislation requires that Maine children be tested in grades 4, 8, and 11. Scores from 2000-2001 show that SAD 5 students' scores were not significantly different than those of surrounding school districts or from the State average. An average score was calculated for all SAD 5 schools in Rockland, these scores were determined by the State to "partially meet the standard". Scores from previous years of 1998-1999 and 1999-2000 showed similar results with scores comparable to surrounding school. In general, 1999-2000 scores were the highest. A different scoring system was used prior to 1998 making it difficult to compare previous years. Recently, the Governor signed into law the Maine Learning Results Bill, which requires local testing to be implemented by the 2002-2003 school year.

The District continues to support a number of after school and summer programs particularly directed at "at risk" students. The school district currently has seven committees working on literacy, mathematics, social studies, science, career preparation, technology, and staff development. These committees are charged with aligning the curriculum with the Learning Results legislation.

Over the past years, the City of Rockland and SAD 5 shared infrastructure projects have added significantly to the quality of life, the quality of education and the community character of the City of Rockland. A number of these projects have been joint efforts between the City of Rockland and SAD 5 in an effort to provide amenities to the community without duplicating efforts. Some of these shared projects include: the skate park, basketball courts and tennis courts at the Rockland High School, the Lindsey Brook slope stabilization at Rockland High School and utilizing shared purchasing power to save on heating fuel costs.

### **Region 8 Vocational Technical School**

"Mid-Coast School of Technology," is a 25-30 year old facility located on South Main Street in the City of Rockland. It is essentially an extension of high school for ten of the midcoast region school districts ranging from Lincolnville to Waldoboro including all of the nearby island communities. The school serves students with twelve major "hands-on" programs. Students attend classes here part-time and the rest of their education is conducted at their regular school. The school also has an evening adult education program.

Region 8's annual budget is derived from the budgets of the ten participating school districts based on student enrollment and currently stands at approximately 2 million dollars, of which SAD 5



contributes 20%. In addition, the Adult Education program has a budget of approximately \$85,000. Presently, enrollment at the facility is about 300 students.

### **School Issues**

- (1) There is a perception that the Rockland schools do not provide the same quality of education as the schools in adjoining districts. This perception directly influences location of housing decisions for families. How can the City of Rockland and SAD 5 improve the perceived quality of the education provided?
- (2) Demographics have changed significantly in Rockland in the past 20 years. The population has aged with more retirees, smaller families, and fewer school-aged children. How Should the City of Rockland and SAD 5 adapt to the changing demographics of the City?
- (3) Communities often have difficulty with the impact of a school's location. Schools located in prime commercial areas diminish the tax base. Schools located outside of the developed area increase traffic and busing costs because children cannot walk to school. Schools located on major corridors slow down mobility within school zones. How do proposed new schools locations, size and design affect the surrounding community? Should schools be allowed to locate on prime commercial properties?
- (4) There is some duplication in goals and facilities between the City of Rockland and SAD 5. Recently shared infrastructure and project development have allowed both entities to avoid duplication and save money. How can the City of Rockland and SAD 5 continue to work together on shared infrastructure and projects? What projects would these be?
- (5) The current tax legislation is burdensome to Services Centers and the School Districts that serve them. How can the City of Rockland and SAD 5 influence the State to revise the Tax Code to allow for fairer funding of Service Center Schools?

**Goal: Change the Perception that SAD 5 (Rockland) Schools provide a lower quality of education than surrounding districts.**

### **Policies**

1. City should work with SAD5 and the Department of Education to develop information packages regarding the quality of education, extra curricular programs, and facilities within the District.
2. City should work with the Rockland-Thomaston Chamber of Commerce and local Real Estate Agencies to place school information in Relocation Packages.
3. City should make an effort to encourage and acknowledge academic successes in the schools, including but not limited to announcements in City Council Meeting and plaques for academic achievements.
4. City should work with SAD 5 to change local newspaper's perceptions of the School District and provide press releases regarding academic successes and awards.
5. Provide school information packets to local businesses and the human resources council to provide to newcomers to the area.

### **Strategies**

1. Establish a City of Rockland Education Committee in charge of bringing education related issues to the forefront and serving as a liaison between the City of Rockland and SAD 5.

**Goal: Develop land use policies and regulations that adapt to changing demographics as they relate to school capacity and costs.**

### **Policies**

1. The City should consider affects of proposed housing types on the School District during the development review process.

### **Strategies**

2. Amend City Ordinances to require any developer proposing a development that significantly increases or decreases the housing stock within the City of Rockland to submit an Education Impact Study. The Education Impact Study will be forwarded to SAD 5.

**Goal: Craft Zoning and Policies that encourage optimal location and community design of new schools.**

### **Policies**

1. Encourage the location of schools in residential neighborhoods.
2. Encourage schools to be pedestrian friendly and walkable by students.
3. Encourage design, scale, and lighting that is compatible with surrounding uses and structures.
4. Encourage facility designs that are accessible and usable by the community when schools are not in session.
5. Discourage locating schools adjacent to arterial roadways.
6. Discourage locating schools on commercial and/or industrial properties.
7. Discourage locating schools adjacent to industrial properties or along truck routes.

### **Strategies**

1. Amend existing Zoning Ordinances to reflect the policies established above.

**Goal: Continue to work with SAD 5 to limit duplication of services and facilities.**

### **Policies**

1. The City should pursue opportunities to share in the development of projects and programs that would benefit both SAD 5 students and the community as a whole.
2. The City should pursue shared purchasing opportunities if savings can be accomplished using economies of scale.

**Strategies**

1. Scheduled meetings between the City Manager and the Superintendent of Schools to discuss opportunities to share in project development and purchasing opportunities between the City of Rockland and SAD 5.

**Goal: Pursue a more fair distribution of the tax burden of education for service centers between the residents, the State, and other beneficiaries.**

**Policies**

1. Work with other service centers and communities to influence the State Government to amend the Tax Code and Policies to more fairly distribute the financial burden for education.

**Strategies**

1. Pursue aligning the City of Rockland with other Cities and organizations with similar interests and concerns as Rockland in regards to Tax Code and Policies.

**City of Rockland  
2002 Comprehensive Plan**

**Chapter 11**

**FISCAL CAPACITY**

The State of Maine determines a municipality's fiscal health based on its property valuation; the greater the valuation, the lower the tax rate required to raise a given amount of money. However, fiscal capacity is much more complicated in a service center such as Rockland. The City of Rockland not only provides services for Rockland residents, but also provides services to a large workforce, many of which live in surrounding communities, and a seasonal tourist population. The City of Rockland also provides a number of regional services creating a disproportionate number of tax-exempt properties. Tax-exempt properties include the following: religious, non-profit, and government.

Each municipality in the State of Maine has two (2) valuations. The first valuation is determined by the State of Maine. The State Valuation is used to determine fiscal health for State funding calculations, and as a baseline for the municipality's valuation. The second type of valuation is the Municipal Valuation. The Municipal Valuation is used for determining local taxes. The City's Valuation is based on the values determined by the City Assessor for real estate and personal property. The valuation of properties is based on recent sales of comparable properties. The City of Rockland Assessor determined the City's valuation to be \$470,884,400 for Fiscal Year 2001 and the valuation for 2002 to be \$544,723,800. The Assessor determines the amount of taxes to be raised. The amount of revenue to be raised through property taxes is determined as follows:

$$\frac{(\text{Municipal Budget} + \text{Share of School Budget} + \text{Share of County Budget} + \text{Overlay}) - (\text{Other Revenue Sources})}{\text{City Valuation}} = \text{Property Tax Revenue}$$

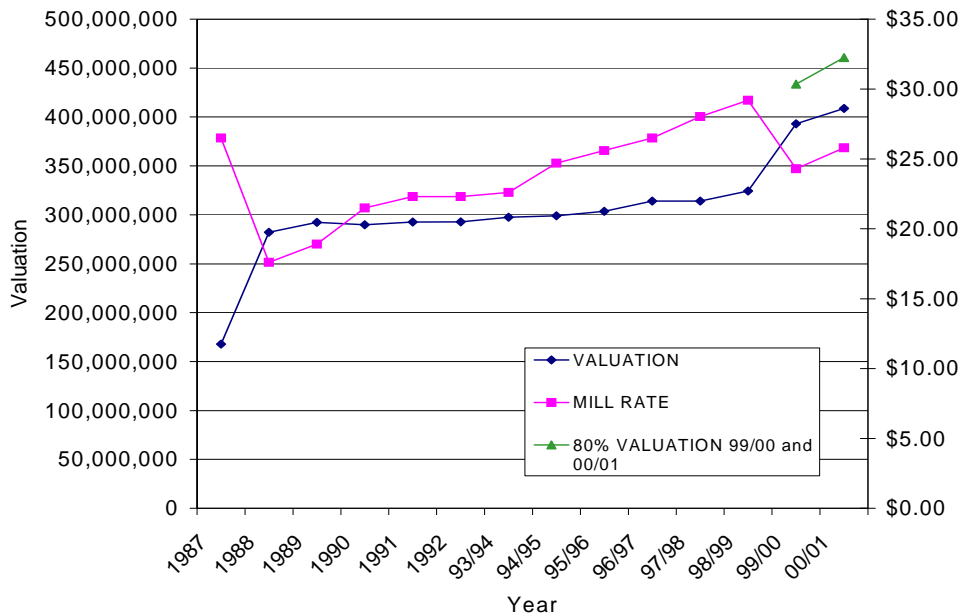
The Assessor then determines the tax rate or Mill Rate. The Mill Rate is determined by dividing the total amount of taxes to be raised by the City's valuation. The Mill Rate is the assessed burden on each property owner's share of the budget, less other revenue sources. One (1) Mil is worth one-thousandth (1/1000) of the value of a property as determined in the valuation. Based on the estimated budgets for the City, S.A.D. #5, and Knox County for Fiscal Year 2001/2002, the Mill Rate for 2001/2002 is \$23.70 per thousand dollars of valuation. Therefore, a property valued at \$100,000 would be responsible for paying \$2,370 in taxes for Fiscal Year 2001/2002.

The Treasurer takes the information provided by the Assessor, prepares the tax bill and distributes them to the property owners. The Treasurer then collects property taxes. If property taxes are not paid, the Treasurer proceeds with tax liens and tax foreclosures as necessary. In Fiscal Year 2001/2002 the Rockland Treasurer issues 162 property tax liens (the lowest number on recent record) and no foreclosures. The Rockland Treasurer usually does not foreclose on more than one property in any given year. The Finance Department provides fiscal recommendations to the City Manager and the City Council and manages the annual budget approved by City Council. The Finance director manages revenues, appropriations, borrowing and investments based on City Council direction and State Statutes.

## Fiscal Capacity

The Graph 11-1 shows the City's valuation from 1987 through Fiscal Year 2001/2002 and the Mill Rate during that same time period. Please note that 1993 is not shown on the graph because it was a 6-

Graph 11-1 City of Rockland Tax Rate and Valuation Comparison



month period during a change from a calendar year to a Fiscal Year (July-June).

The Graph shows a significant drop in the Mill Rate from Fiscal Year 1998/1999 to Fiscal Year 1999/2000. This drop was caused by change in City Policy from an 80% valuation to a 100% valuation when determining the Mill Rate. The lower Mill Rate does not represent a lower Tax Rate. Rockland's valuation grew slowly until Fiscal Year 1997/1998. However, the valuation of the City of Rockland has increased by nearly 50% in the past five (5) years from \$314,219,000 in Fiscal Year 1996/1997 to \$471,000,000 in Fiscal Year 2001/2002.

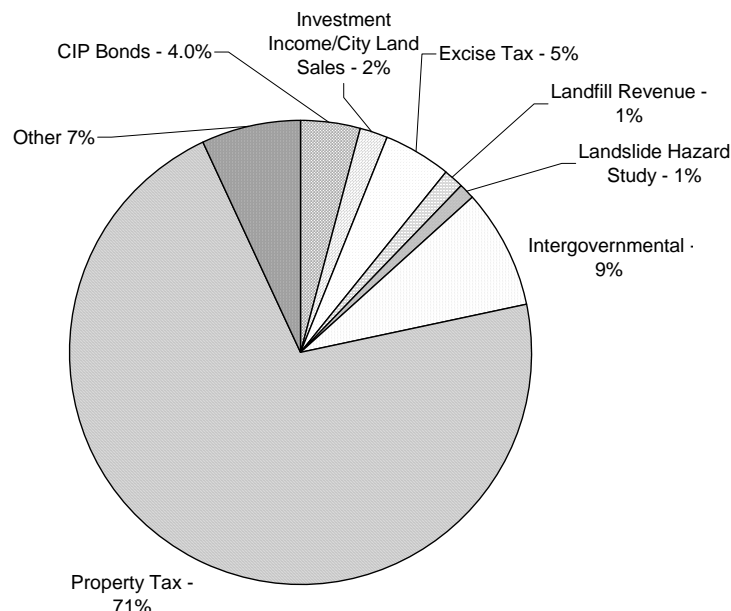
The City operates utilizing a balanced budget such that City expenses equal the City's revenues. Each year the City Council determines and approves a new budget. The department head for each City department must submit a proposed budget to the City Manager. The City Manager and the Finance Director then have a series of meetings with different department heads to establish a proposed City Budget. The City Manager presents the proposed budget to the City Council, the City Council holds a series of public meetings with the City Manager, the Finance Director and different department heads to develop a Preliminary Budget. The City Council approves the Preliminary City Budget, which is then posted in the newspaper for 10 days as required by State Statute. A public hearing is then held at which the Council receives public comments. After the public hearing is closed the City Council approves the final budget.

From a budgeting perspective, in order to affect a taxpayer's bill significantly, a budget item would have to equal one (1) mil. For FY 2001/2002, the City's valuation is estimated to be \$471,000,000; thus one mil is worth \$471,000. Increasing or decreasing the City budget by \$471,000 would have the effect of adding (or subtracting) \$1/per \$1000 of assessed value to the tax bill. For a property valued at \$100,000, the effect would be to add (or subtract) \$100 to the tax bill.

## Revenue Sources

For Fiscal Year 2001/2002, the City received \$15,661,157 of revenue. Much of that revenue was raised through property taxes. It should be noted that this tax revenue is exclusive of the taxes collected for SAD 5 and Knox County. Graph 11-2 shows that 71% of the revenue for Fiscal Year 2001/2002 was collected from property tax, a decrease from 73% in Fiscal Year 1998/1999. Graph 11-2 does not represent sewer funds and Pre-Tax Increment Funding Revenues. The Rockland Emergency Services Department fees and revenue covers all costs including a portion of a Firefighter's salary and benefits for their time working as EMT's. The sewer fees generate enough revenue to cover their sewer

**Graph 11-2 FY 2001/2002 Revenue Sources**



appropriations.

As noted in Graph 11-3 City of Rockland revenues have consistently increased from 1989 to Fiscal Year 1998/1999. Tax revenues have increased 76% during that 10-year period. The Municipal portion of the revenues has increased by 67% during that same 10-year period.

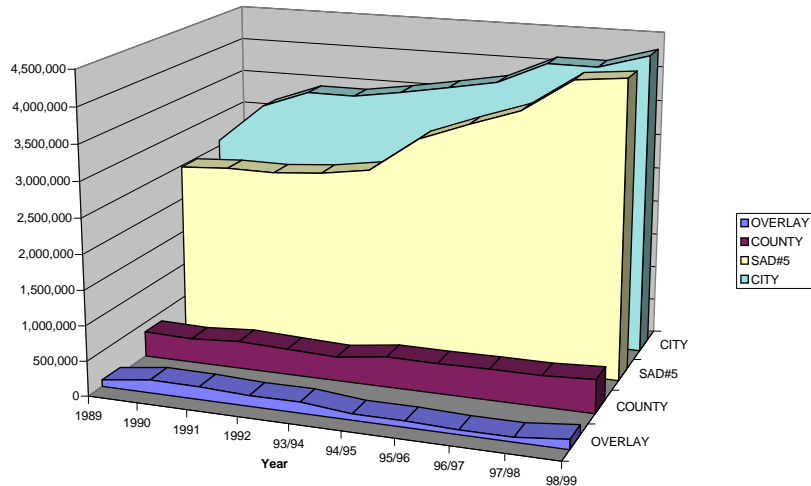
## Expenditures

Less than half of the property tax expenditures are used for City of Rockland Municipal functions. The total amount of taxes collected in FY 2001/2002 were \$ 11,159,960 with 43.7% (\$4,871,864) being used for the City's budget. Of the remaining tax revenue, 51.5% (\$5,744,483) was used by SAD 5, and 4.9% (\$543,613) was used by Knox County. This tax revenue distribution is shown on Graph 11-4. Graph 11-5 shows the breakdown of expenditures for Municipal Expenditures for Fiscal Year 2001/2002. 53.3% of the Municipal share of the revenues were spent on employee wages and benefits. City Business, including utility bills, equipment maintenance, office supplies, road maintenance and general government business expenses consumed 27.8% of the Fiscal Year 2001/2002 expenditures. Debt service consumed 9.9% of the City of Rockland Budget. It should be noted that while the debt is nearly 10% of the City's expenditures, the City's total debt is well below the maximum allowed by State Statute (see "Debt" on page 11-6). The remaining Capital Improvements at 7.9% was a higher

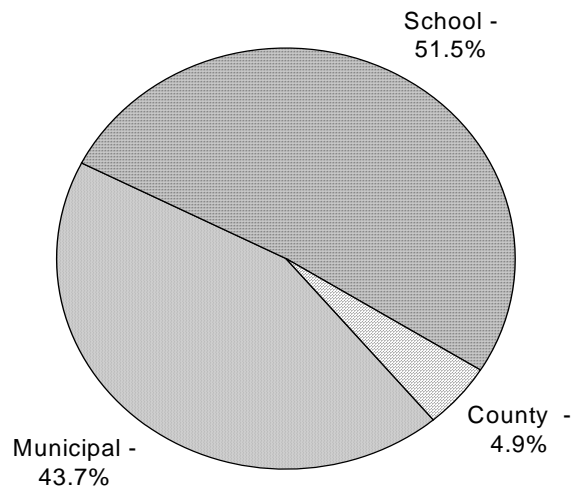
## Fiscal Capacity

percentage then usual in Fiscal Year 2001/2002 due to an influx of revenues from a bond for road paving. 1.1% of the budget was used for new equipment and miscellaneous expenses. Graph 11-6 shows expenditures by department for Fiscal Year 01/02. Overly shown on these graphs is defined as an amount of money that is budgeted beyond planned expenses in order to cover unanticipated needs. The Charts and Graphs in this section do not show sewer expenditures or Tax Increment Finance (TIF) payments.

**Graph 11-3 City of Rockland  
Comparative Budgets 1989-1999**

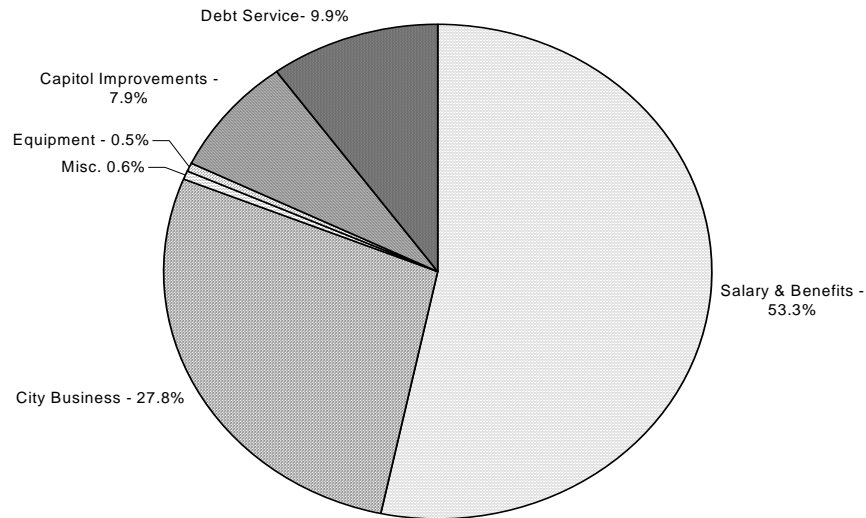


**Graph 11-4 City of Rockland  
Property Tax FY 2001/2002  
\$11,159,960**

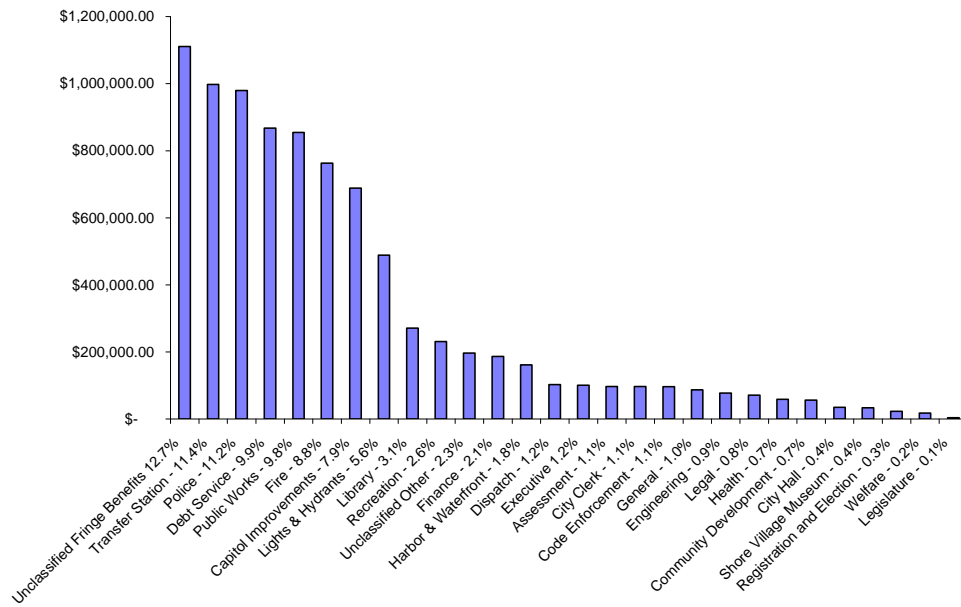


## Fiscal Capacity

Graph 11-5 City of Rockland  
Municipal Budget FY 01/02



Graph 11-6 Appropriations by Department  
FY 2001/2002





## **Future Revenue and Expenditures**

The Maine Municipal Association releases a report ranking the tax burden of the 496 cities and towns in the State of Maine on an annual basis. The tax burden is based on a formula that accounts for the population, the average annual income, and the property valuation. The 2001 study showed that the tax burden for the residents of the City of Rockland is the 9<sup>th</sup> highest in the State. Because Rockland is a service center for surrounding communities the City provides a number of public services to non-residents. Recent projections estimate that the population of Rockland more than doubles during working hours. Many of these are employees and others that come to Rockland for shopping, recreation, worship, County services, arts and more. The tourism population also increases the level of services provided by Rockland. Rockland provides police protection, fire protection, library, road maintenance, harbor maintenance, and many other public services for these populations.

Over the past 10 years, the valuation of the City of Rockland has grown by 40%. This gain has been inconsistent. Projecting the future valuation based on the past 10 years, the City may expect an average growth of 4% per year in the next 10 years. However, the actual annual increase will most likely vary widely.

Assuming that the State Tax Laws stay the same, that Rockland's population will continue to erode, and that suburban demand for services will continue to increase, the tax burden on the City of Rockland residents and businesses is expected to remain high.

## **Debt**

Municipal debt is governed by 30-A M.R.S.A. § § 5701-5705. A municipality cannot incur debt in excess of 7.5% of its last full state valuation. The voters may set a lower percentage than that, but not a higher amount (§ 5702). This debt limitation does not include debt incurred for schools, sewer/drain purposes, airports, or energy facilities, but in no event can the town's total debt, including these latter items, exceed 15% of the last full state valuation. The debt limits for the specific items mentioned are set forth in § 5702. The debt limit does not include or apply to Tax Anticipation Notes (TAN) and various other secured obligations mentioned in § 5703. The State Valuation for the City of Rockland in Fiscal Year 2001/2002 is \$433,500,000, the maximum debt limit (7.5%) for the City of Rockland in Fiscal Year 2001/2002 is \$32,512,500. Municipal borrowing of up to 5% of the State valuation is considered financially sound by lending institutions. The City of Rockland had \$4,112,775 of debt as of November 30, 2001, equal to 0.9% of the State Valuation. Based on these determinations, the debt load is acceptable. Rockland is not currently rated by the bond bank.

The City's debt for Storm Sewer and Sanitary Sewer purposes should not at any time exceed 7.5% of the last State Valuation; long term debt incurred by the City of Rockland for sanitary sewer is \$6,296,178 and for storm sewer is \$2,059,039.00 totaling \$8,355,217.00 or 1.9% of the State valuation.

Under 30-A M.R.S.A. municipalities can issue revenue bonds for improvements, extensions, or enlargements to municipal revenue producing facilities such as a sewer system to be paid for from sewer rate charges, or revenues. Improvements also include related systems such as a stormwater sewer separation project. City Code requires that bonds issued in excess of \$100,000 receive voter approval.

The City's debt for school purposes should not at any time exceed 10% of the last State Valuation. Long-term debt incurred by SAD 5 in Fiscal Year 2002 was \$7,152,192, and of that debt 63.3%, or

\$4,527,338, is attributed to Rockland. Maine State Law forbids the total debt including Municipal and School debt from exceeding 15% of the last full State Valuation. The total debt of SAD5 and the City is \$16,995,338 or 3.9% of the full State Valuation for Fiscal Year 2001/2002. The City of Rockland is below the debt limits set by the State. As payments toward the debt continue, the amount of the debt will decrease.

### **Investment**

The City of Rockland has thirty-five (35) Unrestricted Capitol Reserve Funds totaling \$2,141,000 and twelve (12) Restricted Capitol Reserve Funds totaling \$444,236. These funds are assigned for various uses, unrestricted funds uses can be changed by the City Council, and restricted funds cannot be changed by the City Council. The City Council recently established four (4) “rainy day” reserve accounts. The first account was fully funded in Fiscal Year 01/02 at 8% of the budget, the use of the funds for this account are not designated at this time. There are three other accounts that are not funded; they are to be created for equipment replacement, tax stabilization, and capitol improvements.

Municipal Investment is governed Maine State Law 30-A M.R.S.A. § § 5701-5705, which limits municipal investing to Government Issue bonds, government agency bonds and high quality corporate bonds. The City currently has no officially adopted investment policy, however, investment practices have been conservative, and follow State Statutes. All City of Rockland funds are in Trust Fund accounts at Bar Harbor Bank and Trust except for the Paving Bond Reserve Fund, which is in an interest bearing Trust Fund account at Key Bank.

### **Capital Improvements Program**

The purpose of a CIP is to establish a framework for financing needed for capital investments. It is a plan to authorize, acquire, and/or construct a number of capital improvements. Capital investments have the following characteristics: They are relatively expensive; they usually do not recur annually; they last a long time; and they result in a fixed asset. The Rockland City Charter, Section 505, requires a submission to the City Council by the City Manager three months prior to the final date for submission of the budget of a five-year capital program. This program must include:

- A clear general summary of its contents;
- A list of all capital improvements proposed to be undertaken within the period;
- Cost estimates, method of financing and time schedules; and
- The estimated annual cost of operating and maintaining the proposed facilities.

In 1996, the City Council appointed a temporary ad-hoc Capital Improvement & Revenue Committee to provide a comprehensive review of the Capital Improvement Program. The Committee submitted its report on February 21, 1997. The report presents an in-depth analysis of the City’s capital projects, inventory of City property, financial alternatives for funding these projects, an evaluation of the City’s financial condition, proposed CIP policies, implementation actions, and the City’s CIP Goals. In addition, the report provided a detailed analysis of the City’s roads and wastewater treatment plant, the two biggest financial items on the list. The Committee proposed a greater reliance on user fees and a lesser reliance on the property tax. In addition, it proposes a self-imposed cap on the tax rate to no more than the rate of inflation if possible. It also includes a list of CIP Goals and Implementations. The

## **Fiscal Capacity**

Committee expired on January 31, 1998, however; a separate CIP Committee makes recommendations each Fiscal Year based on the 1997 Capital Improvements Program, current revenues, and current needs.

### **Summary**

Overall, the City of Rockland is in good financial condition. Debt is below accepted limits and investments have been managed in manner that has been more conservative than limits set by the State of Maine. As a result, the City has the capacity to take on additional debt to fund many of the projects identified in this Plan, however; the City's high tax burden may be the limiting factor in implementing planning objectives. Unless the City's valuation increases significantly or unless Maine tax law are changed to be more favorable for service center communities, the City's high tax burden will remain a fiscal challenge. Preliminary cost estimates to implement the strategies in this plan total approximately \$16.2 million. Projects determined to be urgent amount to \$9.7 million in the first 5 years. Projects determined to be necessary amount to \$2.3 million in the first 5 years and \$2.97 million in the second 5 years. Projects determined to be desirable amount to \$4,188,000 in the first 5 years, and \$12,478,000 in the second 5 years. See Table 11-1 for further detail. Estimates were based on per-unit costs noted in Table 11-2. Per unit costs were determined with the help of the City Engineer, the City Assessor, and the Consumers Maine Water Company.

Fiscal Capacity

<b>Table 11-1 Rockland Comprehensive Plan Strategies and Costs</b>				
<b>GOAL</b>	<b>5-yr Plan</b>	<b>10-yr Plan</b>	<b>Priority</b>	<b>Funding Source</b>
Construct sidewalks to comply with ADA	\$ 18,000.00		Urgent	City, MDOT
Construct new Public Safety building for police	\$ 2,000,000.00		Urgent	City
Construct new Public Works building	\$ 2,000,000.00		Urgent	City
Computerize parking ticket system	\$ 27,000.00		Urgent	City
Separate Storm water and sewer in the South End	\$ 4,000,000.00		Urgent	City, grants, private
Lindsay Brook Rehabilitation	\$ 50,000.00		Urgent	City
Waldo Avenue Gully Project Phase II	\$ 188,000.00		Urgent	City, grants
Expansion of Public Safety Building			Urgent	City
Sewer Pump Station	\$ 1,300,000.00		Urgent	City/Sewer grants
Recycling Improvements Phase II	\$ 107,000.00		Urgent	
<b>TOTAL OF URGENT PROJECTS</b>	<b>\$ 9,690,000.00</b>			
Purchase land along Lindsey Brooks	\$ 750,000.00		Necessary	City
Provide additional public facilities to support commercial fishing	\$ 100,000.00	\$ 650,000.00	Necessary	City, MDOT
GIS Mapping	\$ 69,125.00		Necessary	City, grants
High Pressure Breathing Air Compressor	\$ 24,000.00		Necessary	Grant
New Boiler for Public Safety Building	\$ 25,000.00		Necessary	City
Automatic Gate Opener for Plant Entrance	\$ 22,000.00		Necessary	Sewer
Replace 3 RAS pumps in 2 <sup>nd</sup> Pump Room	\$ 90,000.00		Necessary	Sewer
Plant Floor Coating	\$ 20,000.00		Necessary	Sewer
Roof Replacement of Transfer Station Building	\$ 25,000.00		Necessary	City
Contact Chamber Coating	\$ 38,000.00		Necessary	Sewer
Additional and Back-up 50-yard Sludge Trailer	\$ 11,216.00		Necessary	Sewer
Parking and storage areas for trailer launched boats		\$ 280,000.00	Necessary	City
Retain and improve public access to the breakwater		\$ 140,000.00	Necessary	City
Improve boating facilities at public landing	\$ 25,000.00		Necessary	City
Improve boating facilities at Snow Marine Park	\$ 25,000.00		Necessary	City
Replace CAT F-truck with Wheel Loader	\$ 14,940.00		Necessary	City
Consider purchase of property near downtown for parking	\$ 280,000.00		Necessary	City

**Fiscal Capacity**

Consider installing year round pedestrian signs downtown	\$ 15,000.00		Necessary	City
Provide for paved shoulders for bikes (2 miles)	\$ 150,000.00	\$ 150,000.00	Necessary	City, MDOT
Hire Consultant to write regulations	\$ 25,000.00		Necessary	City
Hire 2 new Deputy CEO's to increase enforcement	\$ 300,000.00	\$ 500,000.00	Necessary	City
Shared Welfare Department caseworker	\$ 60,000.00	\$ 100,000.00	Necessary	City
Increase staffing in Public Works (3 new employees)	\$ 240,000.00	\$ 400,000.00	Necessary	City
<b>TOTAL OF NECESSARY PROJECTS</b>	<b>\$ 2,309,281.00</b>	<b>\$ 2,970,000.00</b>		
Invest in infrastructure in undeveloped areas	\$ 800,000.00	\$ 800,000.00	Desirable	City, grants, private
Develop access to natural features (the Bog)	\$ 200,000.00	\$ 200,000.00	Desirable	City
Purchase of harbor property w/ risk of landslides	\$ 350,000.00	\$ 350,000.00	Desirable	City
Neighborhood Park on waterside of Front Street	\$ 250,000.00	\$ 250,000.00	Desirable	City
Improve harbor trail and get easements	\$ 245,000.00	\$ 245,000.00	Desirable	City, MDOT
Establish better water access in North End	\$ 300,000.00	\$ 300,000.00	Desirable	City
Provide cruise ship accommodations		\$ 500,000.00	Desirable	City, MDOT, Private
Develop Samoset Road landslide area into park.	\$ 150,000.00	\$ 100,000.00	Desirable	City, grants, private
Provide additional dingy storage	\$ 25,000.00		Desirable	City
Second ROW access from public landing to Main Street		\$ 400,000.00	Desirable	City
Provide additional slips. Piers, and floats as needed	\$ 33,000.00	\$ 33,000.00	Desirable	City
Consider structured parking at Ferry Terminal		\$ 2,100,000.00	Desirable	City, MDOT
Construct sidewalks (3.25 miles)	\$ 500,000.00	\$ 500,000.00	Desirable	City
Expand bike path network (Bike plan acquisitions and trails)	\$ 300,000.00	\$ 300,000.00	Desirable	City, MDOT, Private
Provide year round local bus service (2 vans loop service)		\$ 2,400,000.00	Desirable	City, MDOT
Retain and develop 8.8 acres on West Meadow Road as park	\$ 160,000.00		Desirable	City, grants, private
Retain and develop 43 acre parcel on Dodge Mtn.	\$ 800,000.00		Desirable	City, grants, private
Develop parks and bike trails along Lindsey Brook	\$ 75,000.00		Desirable	City, MDOT
Renovate or build new Rec. Center		\$ 4,000,000.00	Desirable	City, grants, private
Invest in infrastructure to support affordable housing	\$ 100,000.00	\$ 500,000.00	Desirable	City, CDBG/DECD, MDOT, MITF, MSHA
<b>TOTAL OF DESIRABLE PROJECTS</b>	<b>\$ 4,288,000.00</b>	<b>\$12,978,000.00</b>		
<b>TOTAL OF ALL PROJECTS</b>	<b>\$16,787,281.00</b>			

## Fiscal Capacity

<b>Table 11-2 Per unit costs</b>		
<b>ITEM</b>	<b>COST</b>	<b>UNIT</b>
Water line	\$55	ln. ft.
Sewer line	\$150	ln. ft.
4' Shoulder	\$30	ln. ft.
Road (20')	\$50	ln. ft.
Sidewalk	\$60	ln. ft.
Bike Paths	\$60	ln. ft.
Trails	\$30	ln. ft.
Parking	\$2.50	sq. ft.
Land – downtown & waterfront	\$280,000	acre
Land – Bog	\$3,000	acre
Land – other	\$120,000	acre
Right of way (30')	\$84.50	ln. ft.
Right of way (15')	\$42.25	ln. ft.

It is the opinion of the Comprehensive Planning Committee, based on the financial information compiled in this chapter, that the City of Rockland has the fiscal capacity to complete all projects determined to be urgent and necessary. As previously stated, increasing the City's tax burden may limit the number of projects completed. If all of the urgent and necessary projects were completed, there would still be some fiscal capacity available for those projects determined desirable. Funding of many of the projects determined to be desirable may be dependent on the future fiscal growth in the City.

### Fiscal Capacity Issues

- (1) Rockland residents have a higher tax burden than surrounding communities because the City provides the public infrastructure as well as a number of regional and municipal services for non-resident visitors on a daily basis. How can Rockland fiscally keep up with the increasing impact of these non-residents on the infrastructure and services? Are there ways to "tax" non-residents for services and infrastructure provided by the City of Rockland when they visit? How can this be done without hurting local businesses?
- (2) Property tax is often not the most equitable way to pay the burden of financing City Government. Are there other opportunities to more fairly distribute the cost of government within the Maine Tax Code, such as expanded user fees for sewer and user fees for solid waste disposal? Should the City pursue changes in the State Tax Code to allow for other options such as local sales tax or a room and board tax?
- (3) The City of Rockland currently has a very low debt load compared to that allowed by the State Law. Should the City take advantage of additional borrowing capacity for needed infrastructure and other improvements, or should the City become more fiscally conservative and pursue even less dependence on bonds and debt?

## **Fiscal Capacity**

- (4) The City of Rockland currently has no investment policy in effect for city funds. Investment practices of City funds have been conservative. Is the practice fiscally compatible with the future of the City? Should the City adopt an official investment policy? Should changes, within Maine State Statutes, be made to allow for improved performance?
- (5) There are a large number of tax-exempt properties in the City of Rockland, some of these properties draw non-residents and people with special needs into the City, which then demand additional services. Is it appropriate to tax these properties through user fees and other fees to address their impact on the City? Does the draw of non-residents to the City benefit the City enough through increasing the success of businesses in the City?

**Goal: Shift more of the burden of funding services from the property tax payers to those who benefit from those services.**

### **Policies**

- 1) Determine, evaluate, and implement user fee options where reasonable.
- 2) Lobby the State Legislature to change Maine Tax Law to benefit service center communities.
- 3) Lobby MDOT and legislature to change Maine highway funding requirements for Urban Compact Areas to remove or lessen required matching funds from City.

### **Strategies**

- 1) Implement user fees such as pay as you throw fees at the transfer station, storm sewer fee, alarm fees, etc.
- 2) Evaluate the usefulness and feasibility of amending the Zoning Ordinance to include a provision for the collection of impact fees from new applicable development in all of the districts, as allowed by Maine's impact fee statute, Title 30-A M.R.S.A., §4354, as amended. The City should consider assessing impact fees from applicants if the expansion of the public facility and/or service is necessary and caused by the proposed development. Provisions to waive fees for the development of affordable housing and/or redevelopment of blighted areas should be considered. The impact fees charged must be based on the costs of the new facility/service apportioned to the new development. The fees must benefit those who pay; funds must be earmarked for a particular account and spent within a reasonable amount of time. Fees may be collected for the following, as well as for other facilities and services not listed below:
  - a. Waste water collection and treatment facilities
  - b. Water facilities
  - c. Solid waste facilities
  - d. Fire protection facilities
  - e. Roads and traffic control devices
  - f. Parks and other open space or recreational areas

**Goal: Maintain sound fiscal policy and management.**

**Policies**

- 1) Weigh the benefits of a project and its timing against the added costs of incurring debt to determine whether it is more fiscally wise to acquire debt and construct or purchase now or save and construct or purchase later.
- 2) Review investment practices to assure the best return.
- 3) Save money in anticipation of known future expenses.

**Strategies**

- 1) Adopt Investment Policy.
- 2) Fund the remaining three “rainy day” funds for equipment replacement, tax stabilization, and capitol improvements.



**City of Rockland  
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**Chapter 12**

**REGIONAL COORDINATION**

**Introduction**

Rockland is the County Seat of Knox County as well as a regional service center. These titles clearly represent Rockland's indissoluble link to its surrounding communities. Rockland and the surrounding communities are co-dependent. We have mutual obligations, shared difficulties and common hopes and dreams. Thinking regionally, as well as locally, allows for a number of opportunities to avoid duplication of municipal services and for coordination of ordinances governing land uses and natural resources in order to maintain and enhance the character of Midcoast Maine.

**The Economy**

The Rockland-Thomaston Area Chamber of Commerce represents the City of Rockland, the Town of Thomaston, and businesses in the surrounding areas. Rockland and Thomaston share a commercial strip along Route 1 on the western boundary of Rockland that needs cooperative effort to improve traffic congestion, aesthetics, safety and other public needs. These same issues can be found and should be addressed with Rockport along Route 1 on the north side of Rockland.

Tourism in Rockland and the surrounding towns, one of the economic engines promoted through the Rockland-Thomaston Chamber of Commerce, depends not only on the scenic beauty of the Rockland Harbor and the peninsulas, but on the regional museums as well. Some of these museums include: The Farnsworth Museum, The Owls Head Transportation Museum, The Lighthouse Museum, Montpelier, The Marshall Point Lighthouse, and others. These museums are just beginning to communicate common problems and aspirations between the organizations.

The Rockland Industrial Park is at capacity. There is a regional need for vacant industrial land served by public infrastructure. The City of Rockland has attempted to work with the Town of Owls Head to expand the industrial park and municipal services into the Town of Owls Head. The City of Rockland would extend the necessary public infrastructure, and Owls Head would provide the necessary land and zoning. The Town of Owls Head, at the 1999 Town Meeting, voted not to change the zoning of the land adjacent to the Rockland Industrial Park. The Town of Thomaston is considering a new industrial park. This proposed industrial park might provide for a regional opportunity if developed.

**Municipal Services**

As a service center, Rockland has the largest population in the region of approximately 7,000 residents. According to Rockland Police Department estimates, the population often swells to 30,000 people as people come to Rockland to work, shop, visit professional offices, and do business at the courthouse. This creates traffic impacts, add demand on the wastewater system, increases emergency service needs and creates other demands on the City of Rockland infrastructure.

Rockland wastewater lines not only serve the City of Rockland, but they also currently serve portions of Owls Head, Thomaston, and Rockport. The Town of Thomaston has it's own sewer system

## **Regional Coordination**

that serves the town center; Thomaston's sewer system is under capacity with the closure of the State Prison. Thomaston is currently looking for opportunities to expand their system. The Glen Cove area and the Samoset Hotel, both located in Rockport are served by the City of Rockland sewer system. Rockport village is served by the Town of Camden wastewater treatment facility. Rockland provides sewer service to a limited number of homes on Ingraham's Hill in Owls Head the remaining portions of Owls Head has no wastewater treatment system. Other surrounding towns have no public sewer systems.

The Rockland Fire Department is the largest and most technically advanced Fire Department in the region. The Rockland Fire Department participates in regional Mutual Aid Program. Mutual Aid is an agreement between regional fire departments to provide aid if an emergency exceeds the capacity of a town. Rockland emergency services participate in regional dispatching, which saves money by linking repetitive services and allows coordination between towns.

Rockland continues to meet with Rockport, Lincolnville, Owls Head, Camden, South Thomaston and Hope to discuss regionalization of solid waste. The Maine Department of Environmental Protection continues to develop new rules and regulations that may make solid waste costs too high for cities and towns to manage locally. Creating larger regional landfills is an option that many communities have had to take. Solid waste costs will continue to increase and land for new landfills will continue to decrease. A regional landfill will impact the amount and patterns of truck traffic. Rockland has considered a number of quarry holes for future waste sites, but the DEP has not been agreeable.

Rockland, Belfast, Camden, and Rockport all have excellent public libraries and there are many other smaller libraries in the region that may profit from increased coordination. The Rockland public library serves many people who do not reside in the City; there is a fee for non-resident library cardholders. Some discussion of regional cooperation has begun to occur. There is grant money available that supports regional cooperation; it is a matter of raising expectations and exploring opportunities. The four larger libraries in the region (Rockland, Belfast, Rockport, and Camden) are cooperating under a grant from MBNA this year. The \$20,000 grant was given to purchase large print books, books on tape, books on CD's and DVD's. Each library receives \$5,000 of the grant to purchase the items and make them available to the other libraries.

## **Housing**

A large portion of the affordable housing stock in the Midcoast Region is located within the City of Rockland. According to a recent Knox County Affordable Housing Coalition (KCAHC) Study, Rockland is the only coastal community in Knox County that was still considered "affordable" in 2000. The term affordable was determined by comparing the median household income with the average house price in each municipality in Knox County. See Chapter 7 for a full discussion of the term. The significant increase in the price of coastal property is forcing many people to move inland, including those with a primary source of income coming from fishing and other marine resource businesses.

Rockland has been a strong supporter of the Knox County Affordable Housing Coalition and has donated staff time and financial support to help address the affordable housing issues in the region. Providing affordable housing for the work force will in turn help the Rockland economy, but this issue needs to be addressed regionally.

## **Education**

Maine School Administrative District #5 (MSAD 5) provides an education for students from Rockland, Owls Head, and South Thomaston. MSAD 5 has recently approached Maine School Administrative District #50 (MSAD 50) regarding the potential to coordinate, cost share, and even potentially combine some functions to save costs. MSAD 50 serves Thomaston, Saint George, and Cushing.

MSAD 5 participates with six (6) other school districts in the Region 8 Vocational Technical School, located in the City of Rockland. The schools are: MSAD 7 (North Haven), MSAD 8 (Vinalhaven), Five Town CSD (Camden, Rockport, Hope, Appleton, and Lincolnville), MSAD 40 (Waldoboro, Warren, and Friendship), and MSAD 50 (Thomaston, Saint George, and Cushing). Many of these schools cooperate with the Opportunity School, located in Rockland, for students that have difficulty fitting into their local schools.

Other educational facilities located in Rockland include the Hurricane Island Outward Bound School, the Penobscot School, the Atlantic Challenge Foundation Apprenticeship boat building school, and the Ben Bay Christian School.

## **Regional Facilities and services**

Rockland, as a service center and the County Seat, provides a number of regional and County services. County Services include the courthouse, jail and the Registrar of Deeds. Rockland has a number of social services located within its boundaries including churches, health care, three food pantries, two soup kitchens, Coastal Community Action Program (CCAP), Maine Department of Human Services, Knox County Child Development Services, Knox County Head Start, Mid-Coast Children's Services, Alternate Choices Counseling, the American Red Cross, Women-Infants-Children Program, First Call Knox County, ElderServ Inc., Mid-Coast RSVP, Senior Spectrum, New Hope for Women, Kno-Wal-Lin and others. These regional services not only make Rockland a better place, but support the surrounding communities as well.

Consumer's Maine Water Company is a private water company that provides water service to areas within Rockland, Rockport, Thomaston, Owls Head, Warren and Camden.

## **Transportation**

Rockland is a regional highway hub located along U.S. Route 1. U.S. Route 1 is the backbone of transportation along the Midcoast. Highways from Rockland connect to Belfast and other points north along U.S. Route 1, to Bath and other points southwest along U.S. Route 1, to Saint George south along Route 73, and to Augusta and Interstate 95 west on Route 17.

Rockland has had preliminary discussions with the Towns of Warren, Rockport, Hope, Union, and Washington on potential corridor planning for Route 17 and Route 90.

The Maine State Ferry Service operates regularly scheduled ferry service from Rockland to the Islands of Vinalhaven, and North Haven. In addition Concord Trailways bus services provide other transportation services to the region.

Although the Knox County Airport is located in the Town of Owls Head, it is a regional air facility. The Knox County Airport provides regional passenger service and freight service.

## **Regional Coordination**

The Maine Department of Transportation (MDOT) is working with Amtrak to provide new train service from Boston, Massachusetts and is studying the potential for a new high-speed ferry service to Bar Harbor and Yarmouth, Nova Scotia. These transportation improvements will enhance the City of Rockland's regional role as a transportation hub and will establish Rockland as a multi-modal passenger transportation hub.

With the improvements to the rail and MDOT's increasing emphasis on rail and boat freight transportation, Rockland also has the potential to be a regional freight transfer center as well.

## **Natural and Marine Areas**

Rockland shares four important natural and marine areas with its neighboring communities. The Rockland Bog is a unique natural area that provides habitat for inland waterfowl and wading birds during migration. Rockland has enacted the Woodland/Wildlife "G" Zone District to protect the Bog. Rockland should work with and encourage neighboring Rockport, Thomaston and Warren to enact similar zoning for the portion of the Bog that is located within each of their towns. Currently the Oyster River Bog Association has played a key role in preserving the Bog.

Chickawaukie Lake and its watershed are shared between the City of Rockland and Rockport. The Town of Rockport has enacted regulations to limit the phosphorous entering the lake system; Rockland does not have similar regulations.

The Jameson Point landslide watershed is located in both the City of Rockland and in the Town of Rockport. Coordination has not occurred at this time to limit development in this watershed to protect the landslide area from further deterioration by increased run-off.

Rockland Harbor is the lifeblood of Rockland, providing many economic, recreational, and aesthetic benefits to the City. Rockland shares the Harbor with the Town of Owls Head. The land adjoining the harbor in Owls Head is primarily residential. The land adjacent to the harbor in Rockland is primarily used for commercial purposes. In the past there have been discussions of developing a mutual master plan for the harbor, to date, these discussions have not come to fruition.

## **Zoning**

All towns adjoining the City of Rockland have zoning ordinances in effect. Each of the zoning ordinances is significantly different. To date there have been no attempts to coordinate zoning and land uses between municipalities where they are adjacent to the City of Rockland.

## **Issues and Implications**

- 1) Regional coordination of affordable housing is needed to provide for adequate affordable housing in order to allow employees the ability to be located near where they work. How can the City of Rockland work with surrounding communities to provide affordable housing on a regional basis?
- 2) The City of Rockland has the infrastructure and facilities to serve additional development. Rockland has limited land available for development. How can the City of Rockland work with adjoining towns to provide necessary regional services while protecting the interests of the City of Rockland?
- 3) Should the City of Rockland work with surrounding communities in the development of a Recreation Center? Will surrounding communities be willing to work together to provide funding for the new center?

## **Regional Coordination**

- 4) How can the City of Rockland work with adjoining towns to protect watershed quality and preserve open space?
- 5) How can the City of Rockland work with surrounding communities to coordinate zoning and land use along shared town lines (particularly along U.S. Route 1) to assure that the public safety health and welfare is protected?
- 6) How can the City of Rockland work with regional and adjoining communities to preserve the regional highway capacity and promote other options of travel?
- 7) The City of Rockland and The Town of Owls Head each have jurisdiction over portions of Rockland Harbor. How can Rockland work with Owls Head to preserve the quality of Rockland Harbor and provide a more useful and pleasurable harbor experience for everybody?
- 8) How can the City of Rockland work with other communities to promote regional economic development and tourism that is beneficial to all communities in the region?
- 9) The City of Rockland currently uses an abandoned quarry as a landfill, which will be full in approximately 10 more years. The City has been working to open an adjacent quarry as a landfill for future use; the Maine Department of Environmental Protection has not been supportive of this proposal. There are no parcels of land that would meet the Maine DEP requirements for a new landfill. Should the City approach surrounding Towns to prepare for future solid waste needs and create a regional or sub-regional landfill?

## **Goals, Policies, and Strategies**

### **Goal: Enhance regional economic development.**

#### **Policies**

1. Work with adjoining towns to develop regional industrial and business parks.
2. Work with adjoining towns to promote regional economic development.
3. Work with surrounding towns to develop regional tourism recognition.
4. Work with the Rockland-Thomaston Chamber of Commerce, Eastern Maine Development Corp. and the Mid-Coast Regional Planning Commission to develop regional industrial and business parks and to promote regional economic development and tourism.

#### **Strategies**

1. Continue to approach Owl's Head to discuss a shared industrial park.
2. Work with the Town of Thomaston to help develop and enhance their proposed industrial park as a regional facility.
3. Develop a shared Rockland Harbor Master Plan with the Town of Owls Head.

### **Goal: Protect natural resources and areas that are shared with adjoining towns.**

#### **Policies**

1. Work with adjoining towns to identify shared natural areas that may not be noted in this Comprehensive Plan.
2. Develop coordinated regulations for natural areas.

## **Strategies**

1. In addition to the Chickawaukie Watershed Plan (which requires the preparation of Erosion and Sediment Control Plans for proposed development along this lake), the city will revise phosphorus control method language in the zoning ordinance, selecting a high level of protection for Chickawaukie Lake to ensure that development minimizes phosphorus runoff. As needed, the City will revise the Chickawaukie Watershed Plan. The City will cooperate with the Town of Rockport to ensure consistent and therefore meaningful regulation for Chickawaukie Lake.
2. Convene the Oyster River Association, The Town of Rockport, the Town of Warren, and the Town of Thomaston to develop a shared zone district for the Bog, use Rockland's Woodland/Wildlife "G" as a model.
3. Develop a regulation with the Town of Rockport that addresses storm water run-off in the Jameson Point Landslide watershed.
4. Develop a regulation with the Town of Rockport that addresses storm water run-off in the Glen Cove watershed.
5. Meet with adjoining towns to compare and evaluate the existing regulations for shared natural areas; develop a list of shared zoning changes that should occur to protect these features.
6. Work with adjoining towns to develop shared regulations for shared natural resources and natural areas developed through policy 1.
7. The City will inventory lake watersheds and develop a Watershed Management Plan based on the inventory of existing development, current phosphorous concentrations, and the potential development in watersheds over the next 50 years, in order to help maintain the health of all lakes and ponds within the City. Amendments to the zoning and other land use ordinances, the Chickawaukie Watershed Plan, as needed and based on the Watershed Management Plan will be made to further this strategy.
8. The City will apply for EPA Section 319 NPS grants as applicable.
9. Consult with Maine DOT to manage runoff from State Route 17.

## **Goal: Limit duplication of municipal services.**

### **Policies**

1. Work with surrounding towns to evaluate existing services.
2. Work with surrounding towns to search out opportunities for shared services.

### **Strategies**

1. Evaluate opportunities in the development of the new Recreation Center to make it a regional facility.
2. Evaluate existing waste water lines and the capacities of each facility to develop a future 10-year service plan for the region.

## **Goal: Coordinate transportation systems and upcoming changes with MDOT and surrounding communities.**

## Regional Coordination

### **Policies**

1. Evaluate transportation projects for regional benefits and impacts.
2. Maintain and enhance working relationship with MDOT.

### **Strategies**

1. Work with MDOT and surrounding communities to study the regional and local commuter pattern impacts of the proposed passenger and freight rail and port facility improvements as well as any other proposed multi-modal transportation facilities.
2. Coordinate local road and transportation improvement projects with surrounding communities where appropriate.
3. Coordinate local bicycle and pedestrian studies and improvements with surrounding communities.

### **Goal: Coordinate zoning and land use with adjoining towns.**

#### **Policies**

1. Evaluate rezoning requests for local and regional impacts.

#### **Strategies**

1. Refer rezoning proposals to adjoining towns that may be impacted by the proposal.
2. Share the Rockland Comprehensive Plan with other communities, read, and keep copies of surrounding towns' comprehensive plans to be aware of regional cooperation opportunities.

### **Goal: Work with surrounding communities and organizations in support of efforts to provide housing that is affordable to local workers.**

#### **Policies**

1. Support Knox County Affordable Housing Coalitions and other regional affordable housing groups.
2. Support development of affordable housing development both locally and regionally.

#### **Strategies**

1. Provide staff for the coordination and development of affordable housing coalitions.
2. Provide copies of *Chapter 7: Housing* of this plan to surrounding towns to open discussions and fresh approaches.

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**Chapter 13  
FUTURE LAND USE**

**State Goals:**

To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public sewer and water and preventing development sprawl.

To safeguard the State's agricultural and forest resources from development which threatens those resources.

**Introduction**

In the next ten years, the State Planning Office projects that Rockland's population will decrease from 7,609 in 2000 to 7,615 in 2015. Although the population of Rockland has been decreasing, the City continues to see development. According to the US Census, housing units increased 1 percent from 1990 to 2000. Rockland's increasingly tourist and service related economy and its distance from other major commercial centers strengthens its role as the service center for the region. Rockland, as the largest municipality in the midcoast counties, also serves as one of Maine's most important medium-sized intermodal transportation hubs.

The current land use described in Chapter 6 of this plan is based on the information found in the inventory and analysis of sections in this comprehensive plan. Although the future land use plan is shaped by the policies developed in each section, consideration is given to the existing land use patterns and the expected future land use needs. Existing land use patterns are reviewed and efforts are made to minimize non-conforming uses within each proposed zone.

Growth management legislation requires that municipalities designate growth and rural zones. The growth zone designation is intended to direct development to areas suitable for such growth and away from areas where growth and development would be incompatible with the protection of rural resources. Based on growth management, growth areas are to be located close to municipal services to minimize the cost to the municipality for the delivery and maintenance of these services. The rural zone designation is intended to protect agricultural, forest, scenic areas, and other open space land areas from incompatible development and uses.

Chapter 3 Natural Resources provides a detailed description of the naturally occurring physical constraints that limit industrial, commercial and residential growth in the City, and in particular, west of Bog Road. This western section comprises approximately 40% of the City's land area mass. As a result, future growth, except for the small commercial corridor along Route 90, can only take place in the area east of the Bog Road to the harbor. This can be accomplished through encouraging infill development and maximizing the use of existing structures. Failure of the City to adopt an infill development policy could mean that growth and development that would ordinarily take place in Rockland would spill over into neighboring communities with fewer facilities and services thereby adding to regional sprawl.



This Chapter defines the future growth and rural areas of the City and specifies the recommended types and densities of development for each of the residential neighborhoods in the community.

### **Future Growth and Rural Areas**

Map 13-2 shows the areas of Rockland that are suitable for orderly residential, commercial, and industrial development over the next several years and which areas are not suitable for any development.

#### **Growth Areas:**

On the Future Land Use Map, growth areas are categorized as Commercial, Industrial, and Infill Mixed-Use Residential. Future residential growth will be dependent on the availability of buildable land. Within the older built up areas of the City, any new residential growth will be the result of infill development because of the existing residential high density.

#### **Transitional Areas:**




In the Dodge's Mountain, Benner Hill and Meadow Brook areas, the City will not seek public investments in infrastructure development that would add capacity (density) during the planning period covered by this comprehensive plan. Thus, as defined in statute, this area will be considered transitional rather than growth or rural. "'Transitional area' means an area that is designated in a municipality's comprehensive plan as suitable for a share of projected residential, commercial or industrial development but that is neither intended to accept the amount or density of development appropriate for a growth area nor intended to provide the level of protection for rural resources afforded in a rural area or critical rural area (Title 30-A Section 4301)."

#### **Rural Areas:**


Rural areas are those places in the community where protection should be provided for forest, open space, wildlife habitats, valuable wetlands, unusual natural areas, potentially important archaeological/historical sites, recreation areas, and areas with poor soils for building and/or difficult access to existing roadways. Rural land is land that is organized for the production of food, fiber, minerals, energy, and/or is land that can serve environmental purposes or provide low-impact recreational uses. For the economic viability of agricultural, forestry and other rural resource activities, expanses of undeveloped land are often necessary.


Within the City of Rockland, three rural areas meet all of these criteria. The first area is the entire section of the City west of the Bog Road, except the commercial corridor along Route 90. This area is commonly known as the Greater Rockland Bog. The second rural area consists of those places that are protected by shoreland zoning. These areas are located along Meadow Brook, around Chickawaukie Lake, and the wetlands near the Industrial Park. The third area is located in the southwestern corner of Rockland in the Woodland/Wildlife zone. Chapter 3 Natural Resources documents the importance of these areas.


### Legend


 Streams
  Water
  Tax parcels


#### Residential Areas


 Bog Road Rural Residential Area


 Camden Street Area


 Central Historic Area


 Central Residential Area


 Chickawaukie Lake Area


 Dodge Mountain and Benner Hill Area


 Juniper Hill Area


 Meadow Brook Area


 North End Area

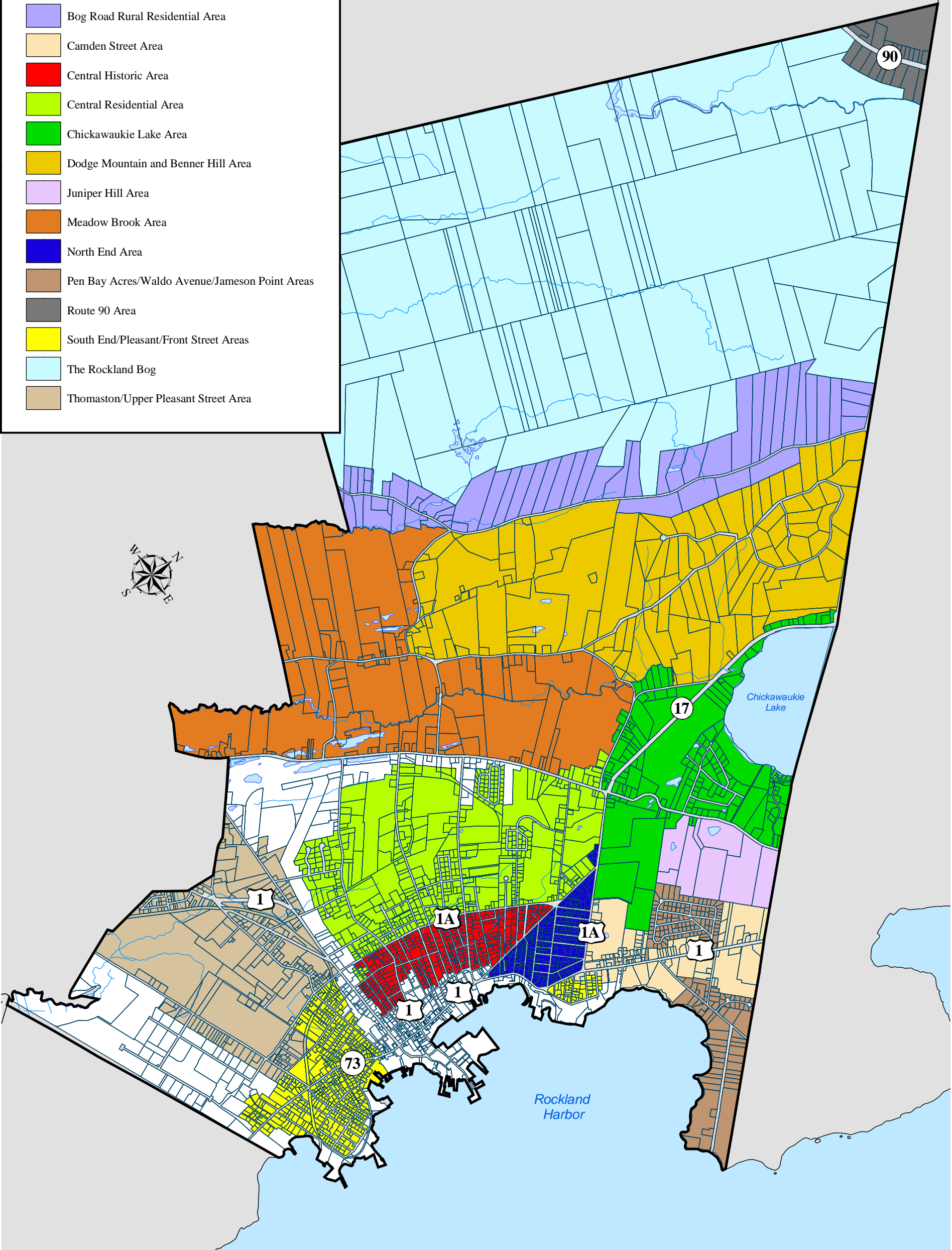
 Pen Bay Acres/Waldo Avenue/Jameson Point Areas

 Route 90 Area

 South End/Pleasant/Front Street Areas

 The Rockland Bog

 Thomaston/Upper Pleasant Street Area



### Legend

#### Growth Areas

Commercial

Infill Mixed-Use Residential

Industrial

Waterfront Zones

#### No Growth Areas

Resource Protection

Water

#### Other Areas

Transitional Areas

# Rockland

Map 13-2: Future Land Use

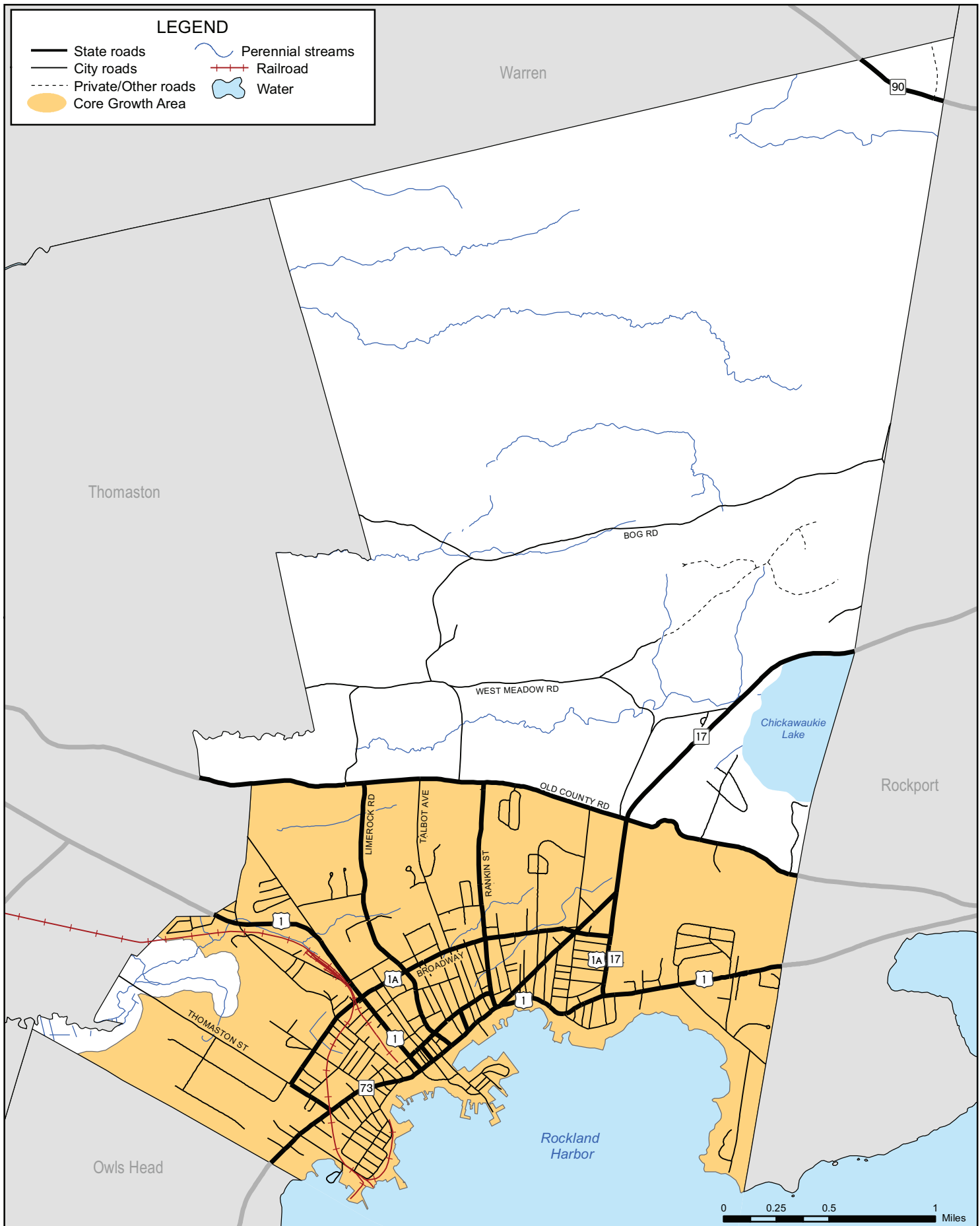
Mid-Coast Regional Planning Commission  
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Prepared by the Eastern Maine Development Corporation

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Miles

Sources: City of Rockland, Photo Science Inc. and MEGIS  
Map revised: April, 2004



## CORE GROWTH AREA

Prepared as part of the Gateway 1 amendments to the comprehensive plan.

## CITY OF ROCKLAND

Map revised July 27, 2011  
 Map prepared by LatLong Logic, LLC  
 Sources: Rockland Comprehensive Planning Commission, MEDOT and MEGIS



**MID - COAST**  
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## GROWTH AND DEVELOPMENT

Note: The following area descriptions explain current and anticipated land uses and activities in existing residential, commercial, industrial, recreational and rural resource areas. From these descriptions and from analysis of current zoning, as recommended as a strategy later in this chapter, the City will determine which ordinance standards should be amended to allow efficient development that protects neighborhoods and natural resources, minimizes public expenditures, and allows for a mix of development opportunities. **Zone boundaries may be adjusted to include similarly developed areas that would benefit from sharing the same ordinance performance standards and design guidelines, and these changes may resemble in part the residential neighborhoods shown on Map 13-1 Residential Areas. Map 13-2 Future Land Use shows generalized areas with similar land uses upon which zoning amendments would be based. However, exact zone boundaries can only be determined after detailed site-specific analysis, working in direct consultation with property owners.**

### South End/Pleasant/Front Street Areas

The South End/Pleasant Street area is bounded on the south by Mechanic Street and the Owls Head town line, on the west by Broadway, Orange, and Lovejoy Streets, on the north by the Railroad tracks behind Pleasant Street, and on the east by Atlantic Street and the Atlantic Ocean. The Front Street area is a smaller triangular area facing the harbor. This area is bounded on the south by the intersection of Front with Camden and Cedar Streets, on the west by Camden Street, on the north by Washington Street and on the east by Front Street (see Future Land Use Map).

Both areas are similar in that they have traditionally provided work force housing for Rockland residents. Compared to the other areas of the City, the South End and Front Street areas are unique in that their locations are bordered by or adjacent to heavily traveled highway corridors as well as bordered by commercial and industrial development along the waterfront. Both areas are separated from the shore by commercial and industrial activities, many of which are marine-related. These waterfront activities do not obstruct the ocean views in the Front Street area, but do obstruct some views in the South End.

The Route 73 corridor runs through the South End and is a heavily traveled road connecting Rockland and the Towns of Owls Head, South Thomaston, and St. George. Considerable small-scale commercial development is currently located along this road in Rockland. The most heavily traveled portion of the Rout One corridor borders the Front Street area. Extensive commercial development is located along this route. In both areas, commercial development is expected to grow.

Despite their proximity to commercial activity, these parts of the City are predominately residential, consisting mostly of two story single-family homes and several two family and three family dwellings located on smaller lots. Lots along the waterfront have either intermittent or good water views. Public sewer and water serve these areas. While still fulfilling their traditional role of providing workforce housing, these two residential areas have recently attracted households with a wider range of income levels as traditional industries give way to Rockland's new identity as a service center. There are few, if any, vacant lots and the growth options are limited to the expansion of existing buildings, changes of use, or conversions.



## **Future Land Use**

The South End has recently seen considerable change especially with the arrival of MBNA. With the possibility of a high-speed ferry locating in this area, the South End may continue to see much change. Commercial development pressures are anticipated along the highway corridors as well as along the waterfronts in both the Front Street and South End/Pleasant Street areas. Given that these neighborhoods provide a significant portion of the City's residential needs, it is important that these residential areas receive protection from encroaching commercial and industrial development. In order to preserve the residential quality of these areas, under no condition should commercial development be allowed inland of the waterfront streets. Any future development should be evaluated for the possible impact on the valuable waterfront views that exist in both the South End and in the Front Street areas. In addition, commercial development along the highway corridors should be limited to properties immediately adjacent to the roadways.

### **Thomaston/Upper Pleasant Street Area**

This is a widely mixed-use residential area that borders considerable industrial and commercial activity. The Thomaston and Upper Pleasant Street area abuts the Industrial Park and Thomaston Street on the south, the Thomaston town line on the west, Park Street on the north, and Broadway, Orange and Lovejoy Streets on the east.

This section of the City consists of residential pockets with smaller wood-frame, single-family homes situated on both medium size and smaller lots. These scattered neighborhoods, in many cases, are surrounded by mixed-use commercial and industrial activity. Public sewer and water serves most of this area.

The issue this district faces is the limited available industrial land within the boundaries of the City. These residential sections of the City are most likely to evolve into industrial areas in the future and should be prepared for a gradual transition into more intensive non-residential uses. With appropriate environmental regulation, the City will continue to support this transition.

### **Camden Street Area**

The Camden Street area is bounded by Maverick Street on the south, Rockland Plaza and Pen Bay Acres on the west, the Rockport town line on the north, and the Atlantic Ocean on the east as shown on the Future Land Use Map. This area consists of residential clusters surrounded by encroaching commercial activity.

The Camden Street homes consist of smaller wood-frame, single-family homes as well as some mobile homes situated on both medium size and smaller lots. Most lots are served public sewer and water. This area is located in a growing commercial area, and as the need for commercial land increases, will receive considerably less residential protection. This area should be prepared for a gradual transition into more intensive non-residential uses.

### **Central Historical Area**

This area is situated between Broadway and Union Streets. It is bounded on the south by Grace Street, on the west by Broadway, on the north by Cedar Street, and on the east by Union Street. It is a densely populated area with two story single-family homes, two unit dwellings, and multiple family dwellings of mostly 3 and 4 units. Included in this area is the Rockland Historical District, which contains many large, often historically and architecturally significant, older homes, some of which have

been converted into apartments. Lot sizes are mostly smaller with some medium size lots and are served by public sewer and public water. Most of this section's streets have sidewalks and the downtown and the waterfront areas are within walking distance.

This district should be used to protect and enhance the City's architectural heritage, to support the economic viability of historical buildings by allowing for alternative uses, and to encourage the stability of a residential district adjacent to the downtown commercial area. Existing historic buildings in this area, such as public schools where classes are no longer held, should be allowed to house alternative uses that are educationally or culturally related while maintaining the architectural integrity of the structure. Over the past fifty years, many larger homes were converted into multi-family dwellings. Recently, there has been a trend to reconvert these dwellings back into single and two family homes. This has had a positive effect on the area and should be encouraged.

### **North End Area**

The North End Area abuts the Central Residential and Historical Areas with which it shares similarities. It is bounded on south and west by North Main Street, on the north by Maverick Street, and on the east by Camden and Main Streets. This area generally consists of small sized lots with one and two family homes, and multiple family dwellings of three or more units.

In addition to public sewer and water, this area has good pedestrian access to major shopping plazas. Traditionally this area has provided affordable work force housing and should continue to do so. High-density residential development should be allowed on smaller lots. Commercial development should be restricted to the primary traffic corridors of Camden and Main Street, however, home occupations should be allowed.

### **Central Residential Area**

This medium density area is situated in the central part of the City and links the high density, older built-up section, to the east and the more rural and lower density residential areas beyond Old County Road. Generally, this area is bounded on the south by commercial activity near Park Street, on the west by Old County, on the north by Maverick Street, and on the east by Broadway. This area consists of more recently developed neighborhoods with one and two story homes, subdivisions, as well as, family and elderly housing. Included in this area are several larger parcels that are, or could be served by sewer and water. The collector roads and local streets in this area handle low traffic volumes. For these reasons, this area has the best potential for further medium density planned infill development on larger lots with residential subdivisions or cluster housing developments.

The residential portion of this district should be retained along with supportive institutional structures such as churches and schools. In this area, carefully planned medium density infill development should be encouraged in order to provide housing choices that are either on or reasonably close to existing public sewer and water.

### **Pen Bay Acres/ Waldo Avenue-Jameson Point Areas**

These areas are located in the north part of the City bordering the Town of Rockport between Camden Street on the east, Old County Road on the west, and Maverick Street on the south. The Pen Bay Acres subdivision is situated off the west side of Camden Street and is accessible from Camden Street by Lev Coffin Drive and Pen Bay Avenue. Development of Pen Bay Acres began in 1957. It is

entirely a single-family residential subdivision. The remainder of this area consists mostly of large undeveloped parcels to the north and west of Pen Bay Acres. Sewer and water are either on site or can be extended to these undeveloped parcels.

The Waldo Avenue and Jameson Point area is situated at the north end of Rockland Harbor and east of Camden Street. It includes Samoset Road and Jameson Point. It is a medium to low-density residential area consisting primarily of modern one-story, single-family homes as well as the condominium units. Sewer and water are available. This area also includes the Marie-Reed Park and access to the Rockland Breakwater. This is arguably the most popular waterfront area for residents and visitors alike. The Samoset owns the footpath that leads to the breakwater but has left it open for public access. Since the completion of the breakwater, this small piece of land has not seen significant change or development.

The area on the south side of Waldo Avenue and Samoset Road is subject to landslide risk. Geological factors, soils factors, and flooding factors, documented in the chapter on Natural Resources, contribute to the landslide risk. Two houses were destroyed in the 1996 Samoset Road Landslide. Precautions should be taken to reduce the level of landslide risk thus preventing further loss of property and property value.

The neighborhoods of Pen Bay, Waldo Avenue and Samoset Road have long provided single-family housing choices. These areas have recently experienced commercial development pressures from Camden Street and the Samoset Resort. These areas should be protected from further expansion of commercial zones into existing residential neighborhoods.

### **Juniper Hill Area**

This area is located behind Pen Bay Acres and adjacent to the Rockland Golf Course. It is bounded by the Rockport town line to the north and Old County Road to the west. This area contains predominantly individual single-family homes. The interior of this area has steep slopes and rocky ledge that are unsuitable for development.

In the portions that are environmentally suitable, infill residential development should be encouraged because of the easy access provided by surrounding roadways, proximity to State Route 17 and US Route 1 stores, services and employment opportunities.

If residential development pressures increase in this area, community wastewater facilities should be considered. Should sewer extension be proposed, such extensions would only follow existing roadways and not extend into interior portions of this area. Zoning should restrict commercial development along Old County Road.

### **Lake Chickawaukie Area**

This area encompasses the land within the Chickawaukie Lake Watershed and is bounded on the west by Lake Avenue, on the south by Old County Road and commercial activity on Maverick Street, and on the north and east by Chickawaukie Lake and the Rockport town line. It consists of residential subdivision development on medium size lots and larger parcels, individual single-family homes and seasonal or converted cottages. Public water is available but City sewer is not. The extension of these public services in this area should be encouraged in order to promote higher density development, which still protects the Lake's watershed. The City will invest in both conservation and development to accommodate growth while protecting water quality in this growth area.



Runoff, especially from any paved or over-developed areas, contributes to the phosphorus loading of Chickawaukie, which is already suffering from high algal blooms. The adoption of phosphorus loading standards for development within the watershed is recommended. The water quality condition of Chickawaukie Lake is documented in Chapter 5, Natural Resources.

This area should allow for low-density residential development in areas not served by public sewer. Precautions should be taken to prevent the over development of an urban watershed and to reduce phosphorus loading to water bodies in order to protect a potential secondary water supply. Areas outside of the watershed contain valuable residential land, and with the proper extensions of public sewer and water, is highly attractive for infill residential development. For these reasons, commercial development along this stretch of Old County Road should be discouraged.

### **Dodge Mountain and Benner Hill Area**

This area encompasses the land between West Meadow Road and Bog Road and is bordered on the south by Mountain Road, on the west by Bog Road, on the north by Route 17 and the Rockport town line, and on the east by West Meadow Road. Dodge Mountain is developed with homes on large lots while Benner Hill is relatively undeveloped. Despite these differences, they do share a common ridgeline, natural settings, spectacular views, and privacy. Because of these attributes as well as the large lot sizes, the upscale development on Dodge Mountain could spread to Benner Hill.

Hillside development in this area should be controlled for several reasons. The roads are currently adequate for low volume rural traffic only, public sewer and water are not available, and dense development would diminish the aesthetic quality, which is this area's greatest strength. In addition, Chapter 5 Natural Resources discusses the physical constraints and risks related to hillside development, and suggests low-density development, as well as, regulatory controls and structural measures necessary to overcome these barriers. Zoning in this area should conform to the state required minimum lot size of 20,000 square feet. Special overlay provisions should be considered, in order to reduce the environmental impact of hillside development. In this area, the City will not seek public investments in infrastructure development during the planning period covered by this comprehensive plan. Thus, as defined in statute, this area will be considered transitional rather than growth or rural.

### **Meadow Brook Area**

This area encompasses the land on either side of Meadow Brook and is bordered on the south by the Thompson Meadow Road and the Thomaston town line, on the west by the West Meadow Road and lots east of Bog Road, on the north by Lake Avenue, and on the east by Old County Road.

This area has predominately single-family homes. Residents are not served by public sewer and water and therefore are dependent on septic systems and drilled wells. The well water supply is adequate for single-family units on medium sized lots (approximately one acre) and low-volume commercial users. Medium lot sized housing is limited in Rockland. However, demand is significant for medium sized lots, as an affordable alternative to the larger minimum lot sizes found in surrounding towns. Although in-town lots, when available, are smaller they are often more expensive than medium sized lots located inland. The City recognizes the importance of providing a variety of housing types, and that the portions of this area not affected by shoreland zoning or steep slopes (above 25%) would suit medium sized house lot growth.

In this area, the City will not seek public investments in infrastructure development during the planning period covered by this comprehensive plan. Thus, as defined in statute, this area will be considered transitional rather than growth or rural.

The City should consider community wastewater facilities and shared wells to promote residential infill and/or cluster/conservation subdivisions development in suitable areas along roadways with appropriate access management.

### **Bog Road Rural Residential Area**

This area includes the land on both sides of Bog Road and is adjacent to the Rockland Bog. It is bounded on south by the Town of Thomaston, and on the north by Mill Road as shown on the Future Land Use Map. It consists of single-family homes on larger parcels of land. Residents are not served by public sewer and water and therefore are dependent on site septic systems and drilled wells. The well water supply is adequate for single-family users. Roads are adequate for handling low volume rural traffic.

The geographic constraints of Dodge Mountain and Benner Hill to the east and the wetlands of the Bog to the west limit any development in this area. For these reasons, this area should serve as a buffer to protect the Bog and development should be limited to low-density, single-family homes.

### **Route 90 Area**

This area is located in the far northwest corner of Rockland. It is bounded on the south and east by the Rockland Bog, on the north by the Rockport town line and on the west by the Warren town line. This area is dominated by the 0.4-mile commercial corridor that is situated between the towns of Warren and Rockport. The area is not served by public sewer and water but is located on Route 90, which is classified as an arterial corridor and undergoing highway commercial corridor development. Commercial development of this corridor should be encouraged while being mindful of the distance from public safety and the proximity to environmentally sensitive areas.

See Chapter 6 Land Use Patterns of this plan for a summary of zoning district regulations. Refer to the applicable ordinance for the complete text.

### **Issues and Implications**

- (1) Chapter 5 Natural Resources documents the fact that the City cannot physically expand beyond the Bog Road. Should the Growth Areas boundary be located on the Bog Road?
- (2) Landslide risks have been identified for the Waldo Avenue Neighborhood and hillside development risks have been identified for Dodge Mountain and Benner Hill. Should additional risk reduction requirements be developed for these neighborhoods and incorporated into the Zoning Ordinance as overlay regulations?
- (3) The zoning imposed upon Rockland was done so after development had occurred. What zones should be reviewed for set back requirements, non-conformities, and incompatible uses? Should the City eliminate zones have not been used or redefine these zones to make them more useful? Should new zoning be created to reflect the realities of the existing development?

## Future Land Use

- (4) Some residential sections of the City are surrounded by growing commercial and industrial development. Which sections should be prepared for a gradual transition into more intensive non-residential uses? Which areas should be protected from these non-residential uses?
- (5) With increasing home values and limited developable land, where can the City plan for development of work force housing? Do any sections have potential for development or rehabilitation into work force/mixed-use residential areas?
- (6) Commercial development will occur along corridors with high traffic volumes. Does current zoning prevent commercial growth in areas that are most suitable? Which sections of highly traveled corridors should remain free of commercial activity?
- (7) Rockland is an area that is becoming increasingly attractive for commercial, industrial and residential growth. To promote infill development and to ensure that growth occurs in the most appropriate areas, where should residential, commercial, industrial, and rural growth areas be designated?
- (8) The larger lots of developable land along Old County Road would be ideal for development if city services were available. Should the City fill in the unserved areas between Broadway and Old County Road? What other sections of the City would be made more attractive for development with the extension or upgrade of City services?
- (9) Odor from the transfer station may be discouraging development along Old County Road. What can the City do to improve the area in order to encourage development?
- (10) Unplanned development creates rural sprawl and inefficiently uses existing open land. To prevent this, should the City create special zoning in open spaces of growth areas to ensure planned development and efficient land use?
- (11) Some residential zones have allowed uses that are inconsistent with the existing area. When reviewing the zoning, should the City develop ordinances to restrict inconsistent uses in these areas?
- (12) Further residential development is expected to occur in the areas of Old County Road and east of Bog Road. What restrictions should be placed on development to protect environmentally sensitive areas?
- (13) Open public areas serve as a valuable resource to communities. With the current zoning, the creation of public space is restricted in some areas. When reviewing zoning, should the City remove these restrictions in order to make parks and open space allowed in all areas?

### **As noted in Chapter Two – The Local Economy:**

- (14) Commercial areas in Rockland are quickly being developed. In the next ten years, will there be adequate commercial land? Is the commercial land being used efficiently (i.e. shared parking, functional green spaces not just parking strips, encourage multiple use buildings, require a pedestrian friendly design, etc...)?
- (15) The Industrial Park is essentially developed. Should the City seek land, and extend infrastructure if necessary, to provide additional Industrial Park opportunities? Is there a need for additional industrially zoned acreage?

## Goals, Policies And Strategies

**Goal: To foster land uses that will enhance the residential opportunities and promote Rockland's role as the economic center of Knox County.**

### Policies

1. Protect Rockland's economic viability as a service center by making allowances for efficient commercial and industrial development. To discourage suburban-style residential development, consider adopting a conservation subdivision ordinance, and limit new subdivisions west of Old County Road to conservation or clustered housing subdivisions developed pursuant to Rockland Code, Chapter 19, and applicable subdivision and site plan review standards. Consider allowing off-site conservation, but still within the rural portions of Rockland, *i.e.*, west of Old County Road. Amend subdivision ordinance development standards to require that new subdivision lots in designated rural areas (1) locate their requisite street frontage on a new or existing road other than a numbered state highway, and (2) provide a vegetated buffer along the numbered highway, should any of the housing lots be located adjacent to the highway.
2. Protect residential neighborhoods from incompatible and obtrusive non-residential uses.
3. To promote infill development and land use patterns that are efficient and make the best use of existing public sewer and water.
4. Re-evaluate zoning to see that it appropriately reflects the existing conditions and allows for the desired level of development in each area.
5. Look at development opportunities along Old County Road.
6. Encourage the redevelopment of second and third floors of downtown buildings (for strategies, see Chapter 2).
7. Limit the number, location and height of telecommunication towers.
8. Preserve and improve zoning regulations that allow property owners and developers to more fully develop and use land in designated core growth areas.

### Strategies

1. Review zoning to ensure compatibility with the level of public services available and encourage development that will most efficiently use the land. Limit new subdivisions in rural areas to conservation or clustered housing subdivisions. Consider allowing off-site conservation, but still within Rockland. Preserve open space may or may not be publicly accessible. In addition, the feasibility of shared community wells and wastewater treatment systems to facilitate more efficient structural developments in areas that are not served by public systems will be examined as a less expensive alternative to extending public systems.
2. Extend public sewer and water up to and including Old County Road, as well as, completing infill of these services in the built up areas of the City. The City should develop a corridor management plan for Old County Road. The plan would identify existing access (entrances

## Future Land Use

- and driveways), mobility and safety issues in order to improve existing conditions and allow for development that does not degrade roadway conditions.
3. Enforce city design standards to ensure that new development is compatible with the existing neighborhood.
  4. Amend zoning to encourage new infill development that reflects the existing character of the neighborhood regarding setbacks and lot size.
  5. Review the Residential Zone “B” to determine which non-residential uses are incompatible with existing residential development and amend the zoning to eliminate further development of these uses. Such incompatible uses may include businesses that generate significantly more traffic than the surrounding residences do, and create significant noise after normal business hours. With public review and input, as well as police reports, a more thorough listing of incompatible uses that have been occurring and should be regulated can be compiled. In addition, amend minimum lot size in this zone for non-sewered, non-community wastewater served areas to 20,000 square feet (or, as a special exception, lower than 20,000 square feet where soil conditions can support individual septic systems, as determined by a licensed plumber inspector and CEO).
  6. Protect existing residential areas along Old County Road from the playing fields north to the Rockport town line and allow for limited commercial development at the intersection of Old County Road and Route 17. The City should develop a corridor management plan for Old County Road. The plan would identify existing access (entrances and driveways), mobility and safety issues in order to improve existing conditions and allow for development that does not degrade roadway conditions.
  7. Review Rural Residential zone to determine if current zoning will allow for an adequate mix of commercial and residential development. This review will include an examination of buffering requirements to ensure that new and expanded businesses do not compromise the rural character of this area.
  8. Reduce odors from the transfer station to promote development in areas that are currently affected.
  9. Develop a tower ordinance.
  10. Zone “A” will be amended to adjust the minimum lot size for non-sewered, non-community wastewater served areas to 20,000 square feet (or, as a special exception, lower than 20,000 square feet where soil conditions can support individual septic systems, as determined by a licensed plumbing inspector and CEO).
  11. Reduce the linear areas on arterials outside the urban compact area that are zoned for commercial and residential development, to better focus new and infill development within the urban compact, and to reduce sprawl.
  12. Increase the minimum street frontage requirements in zones and/or properties located on arterials outside the urban compact.

**Goal: To prevent sprawl by creating more compact, high-quality residential neighborhoods.**

**Policies**

1. Encourage well-planned, infill development, utilizing the concept of common green or shared public space, or village-style development.
2. Promote efficient land use by allowing only planned development in open growth areas.
3. Support community based organizations involved in revitalizing neighborhoods.
- 4.

**Strategies**

1. Conduct an “infill check-up” to evaluate and prioritize infill and brownfield sites for redevelopment.
2. Draft revisions, if necessary, to the Site Plan Review and Subdivision Ordinances to address adequately in-fill development. Require new subdivisions to reserve rights-of-way to adjacent vacant parcels with three or more acres, and to parcels that abut existing subdivision roads, for future connection, unless environmental constraints would prevent such connections.
3. Facilitate programs to encourage home renovation and rehabilitation in existing neighborhoods.
4. Create economic incentives for homeowners to locate in areas with existing public infrastructure.
5. To reduce non-conformance and encourage new infill development that complements existing density levels in residential neighborhoods, the existing median and range of lot sizes of residential properties, setbacks and road frontages will be calculated. From this analysis, the City will determine which ordinance standards should be amended to allow for compact development in keeping with existing neighborhood densities. Residential zone boundaries may be adjusted to include similarly developed areas that would benefit from sharing the same ordinance performance standards and design guidelines, and these changes may resemble in part the residential neighborhoods shown on Map 13-1 Residential Areas. However, exact zone boundaries can only be determined after detailed site-specific analysis, working in direct consultation with property owners.
6. Create special zoning in open spaces of growth areas to ensure that development projects are well planned and land is used efficiently.
7. Provide support to community-based organizations in the form of technical assistance, permit fee waivers, and equipment sharing.
8. Continually review the City’s residential zoning regulations (including but not limited to building coverage, lot coverage, and dwelling size) to determine if revisions are required to promote residential development within the core growth areas. Caution should be exercised to ensure any revisions are in keeping with the character of affected neighborhoods.
9. Allow mixed-use development that combines low-impact commercial uses and residential uses in buildings.
10. Review the mapping of residential and potential mixed-use areas and remap areas where smaller lot single family structures, multi-family structures, and mixed-use developments

would be appropriate to help reduce Rockland's jobs/housing imbalance.

11. Update applicable zoning regulations and/or rezone areas on Route 1 to allow denser and mixed-use redevelopment and in-fill. Areas zoned Plaza Commercial on Route 1 should be rezoned to allow for greater build-out from in-fill and/or redevelopment of affected parcels.
12. Open most core growth areas to mixed-use development, including multi-family housing at densities that can be supported by existing and planned sewerage capacity.
13. Amend residential zone regulations that limit in-fill development or redevelopment, such as by reducing setbacks, reducing or limiting maximum F.A.R.s, increasing maximum height or floors, etc. Reduce on-site parking requirements for all zones included within designated core growth areas.

**Goal: To create opportunities for commercial and industrial development.**

### **Policies**

1. Direct planned commercial and industrial development toward areas that will provide maximum exposure to busy corridors and away from areas that will compromise the quality of life in residential neighborhoods.
2. Review zoning to assign the level of home occupation that would be compatible with the surrounding neighborhood.
3. Explore opportunities for cooperative industrial and commercial development with neighboring towns.
4. Look for infill development opportunities in the industrial park and existing commercial areas.
5. Create incentives for businesses to redevelop or renovate existing or abandoned commercial/industrial space.
6. Require new commercial and residential development along state highways to provide shared vehicle access connections to abutting parking lots, unless environmental constraints would prevent such connections.

### **Strategies**

1. Build a second access road to the existing industrial park.
2. Expedite the permitting process for projects that utilize existing commercial or industrial properties.
3. Review commercial and industrial zones for setback requirements and lot size to encourage infill development; however, maintain adequate buffering with adjacent residential zones.

Extend and upgrade public sewer and water to meet development demand. Provide incentives (such as reduced off-street parking requirement, and assistance with managing stormwater runoff) for developments that exceed a Floor Area Ratio (FAR) of at least 0.4 in areas zoned Plaza Commercial or Commercial 1, 2, or 3.

4. Extend and upgrade public sewer and water to meet development demand within designated growth areas.
5. Adopt the three levels of home occupation into local ordinances.

## Future Land Use

6. Work with adjacent municipalities, the Rockland Thomaston Chamber of Commerce, Eastern Maine Development Corporation, and the Mid Coast Regional Planning Commission to develop regional industrial and business parks and to promote regional economic development.
7. Revise the home occupation definitions under Sec. 19-302 by defining the three levels of home occupations described in the currently adopted ordinance.
8. Amend Section 16-201.1, Exceptions to Review Requirements, Site Plan Review Ordinance to include the review of new structures, additions and changes in the Rockland Industrial Park.
9. Amend downtown zoning and off-street parking regulations to maximize the use of the limited commercial land area, including revisions to:
  - Establish maximum setbacks to maintain existing development pattern (building street wall);
  - Discourage parking lots in front of buildings on principal streets like Main Street;
  - Limit drive-throughs; and
  - Allow reduction in parking space dimensions from 9 feet x 19 feet to 8 feet x 18 feet for compact cars and allow up to 40% compact cars.
10. Establish a maximum footprint for use, not for building as currently regulated, to encourage multi-occupancy buildings.
11. Require that parking lots be located where they least disturb adjacent residential uses, encourage interconnection of parking lots, and allow shared parking (if two or more retail uses, reduce overall parking requirement by 25% or so for shared lots).
12. Expand the use of a Parking Fee in Lieu of constructing on-site parking from the Tillson Avenue Area Overlay and Downtown Zones to other zones; reduce the minimum off-street parking space requirements for general retail sales, residential, and other prevailing uses; and establish incentives to reward shared parking and other alternative parking strategies.
13. Reduce the patchwork of zones on Route 1, and provide a better transition between plaza / commercial uses and residential, small business, and rural uses.
14. Adopt highway commercial site design standards in the zoning regulations and/or site plan and subdivision review standards, implementing the Gateway 1 publication as a starting point or revised standards that may be recommended by the Gateway 1 Corridor Coalition. Such strategies should include, without limitation, the following:
  - Buildings with a footprint greater than 10,000 square feet shall employ varying setbacks, heights, step-backs, roof treatments, doorways, window openings, and other structural or decorative elements that reduce the apparent size, bulk, scale, and massing of buildings.
  - Consider extending the application of the Tillson Avenue Overlay / Downtown Zone Design Standards to other commercial zones.
  - Parking lots over 100 spaces shall be segmented visually and functionally into distinct parking areas of no more than 60 spaces by landscaped and curbed medians or other methods.



## Future Land Use

- Establish standards that require landscaping consisting of, at minimum, three 2.5” caliper street trees, six 4-foot high under-story trees, ten 12” high evergreen or 15” high deciduous shrubs, and five 3-foot evergreen trees shall be planted every 50 feet along and within a minimum 30-foot wide green strip buffer adjacent to all public streets and along and within a minimum 20-foot wide green strip buffer adjacent to all private streets and drives including parking lot connectors, circulation drives (including those adjacent to building) and loading areas.
  - Where a proposed building with a footprint greater than 10,000 square feet abuts property with at least one residence, a six-foot high earthen berm buffer shall be provided and planted with double offset rows of 4-foot high evergreens spaced 15 feet on center.
  - The maximum height of freestanding lights shall not exceed 14 feet.
  - All exterior lights shall have shielding to provide a beam cut-off at no more than 75 degrees nadir.
15. Continue to utilize shielded, ‘dark-sky’ lighting fixtures in parking lots, along roads, and at other exterior locations to the extent practicable, within the limits of any applicable safety requirements. Evaluate the effectiveness of these ordinance provisions and suggest amendments as necessary.

**Goal: To develop land use that protects significant natural resources, scenic views, and environmentally sensitive areas.**

### Policies

1. Create a distance or perimeter around natural resources and environmentally valuable areas where development will be not allowed.
2. Encourage low-impact, non-residential uses, such as, the creation of open or public space, in order to protect areas adjacent to valuable natural resources.
3. Ensure protection of groundwater and watershed areas and through the site plan review process.
4. Protect the area near the Rockland Breakwater from future development to preserve its character and public access.
5. Use site plan review to preserve valuable views of Rockland Harbor and the Penobscot Bay.
6. Evaluate the Site Plan Review Ordinance to determine if some areas of review are adequately addressed, such as drainage, grading, and filling.
7. Reduce the impact of traffic on wildlife by adopting local road standards in designated rural areas that maintain habitat values (for example, by limiting curb cuts along undeveloped rural road frontage, reducing street dimensions to the minimum level required for emergency vehicles, laying out new streets to avoid disruption to known habitat, and designing for low speeds) and minimize barriers to species travel (for example, by identifying key road crossing areas and, through brush management, speed controls, and other measures, facilitating wildlife crossings, and by adopting best practices for installation of culverts that allow wildlife to move through them).
8. Adopt additional view protection/visual impact performance standards as part of zoning regulations and/or subdivision and site plan review standards, implementing the Gateway 1 publication ‘Scenic Resource Assessment, Gateway 1 Corridor’ Chapter 8. Such strategies

## Future Land Use

should include, without limitation, the following:

- \* Allow the replacement and placement of utility poles, appurtenances, and road crossings in the corridor in the least environmentally and visually sensitive locations to the extent possible.
  - \* Plant street trees and integrate lighting, sidewalks, and other streetscape features.
  - \* Trim vegetation regularly to retain view corridors and keep/restore naturalized edges.
  - \* Use transportation safety features with natural-appearing colors and materials (such as Core 10 steel) that blend and enhance rather than look out of place, make-shift utilitarian, or neglected.
9. Rezone the area west of Old County Road and east of Bog Road to lower the net residential density from that found in the Residential B Zone, and allow those commercial and industrial uses that depend on rural resources (either as permitted or conditional uses), home occupations, artisan shops, and similar traditional, rural, nonresidential uses in addition to residential uses.
  10. Create a hillside/ridgeline protection overlay for areas over 300 feet in elevation, regulating the siting of structures to protect habitats, scenic assets, access and safety.
  11. Amend Section 16-204, Review Requirements, Site Plan Review Ordinance to require that new development lay out sites to incorporate existing vegetation including mature specimen trees and to retain existing contours to the extent possible. When “cuts-and-fills” are allowed they should be balanced for a more natural appearance. The use of high retaining walls should be limited. Balanced cuts-and-fills can minimize the need for additional fill material or for the removal of fill off the site.

## Strategies

1. Remove zoning restrictions to allow creation of parks and open space in all areas.
2. Provide visual and pedestrian access to the harbor through development of a harbor access plan. (See Chapter 2 for more information.)
3. Identify areas that should be labeled as “resource protected areas.” The City will seek public input on which areas should be considered as resource protected areas, prioritize these areas based on environmental sensitivity, potential inadequacy of current regulations in the district in which these areas are located, and the potential threat for development. Once this prioritization has occurred, the City may draft proposed amendments to the comprehensive plan and then to applicable ordinances as appropriate to protect the areas, seek a conservation easement from the property owners, or other measures including but not limited to donation and purchase.
4. Amend zoning to allow for proper buffer or setback from designated environmentally sensitive areas.
5. Amend Section 16-105, General Requirements, and Subdivision Ordinance to add erosion and sedimentation controls, technical capability, and assurances that the subdivision will not adversely effect the natural environment.
6. Amend Section 16-204, Review Requirements, Site Plan Review Ordinance to include erosion and sedimentation controls and soil suitability for construction.

## **Future Land Use**

7. Draft revisions to the Site Plan Review Ordinance, as necessary to address adequately drainage, grading, and filling.
8. Amend Section 19-306 Sub-section 14.C.1., Chickawaukie (Lake) Watershed Regulation, Zoning Ordinance to replace the 1988 Environmental Quality Handbook with the more currently acceptable publication entitled Maine Soil and Erosion Sediment Control Handbook for Construction: Best Management Practices, Cumberland County SWCS, Department of Environmental Protection, March, 1991, and as amended.
9. The Shoreland Zoning Ordinance will be amended to meet current state requirements and thereby remove the necessity for the Board of Environmental Protection imposed provisions.
10. Areas west and north of Old County Road, and southeast of Old County Road near the Rockport town line, would benefit from a requirement that future subdivisions only be developed as Clustered Housing subdivisions, pursuant to Rockland Code Ch. 19, Art. III, Sec. 19-306, or as conservation subdivisions, in order to protect the natural resources present.

**Goal: To revise land use ordinances to more efficiently and cost-effectively regulate development.**

### **Policies**

1. Review land use ordinances to determine where clarification and revision would correct ambiguous or outdated language.
2. Review land use ordinances to determine if additional fees for permit reviews should be collected from applicants in order to cover the City's costs for these reviews.

### **Strategies**

1. All definitions should be consolidated, to the extent practical, under Section 19-302. This includes definitions found in the Waterfront Zone, Manufactured Housing and Mobile Home Parks and in both the local and Department of Environmental Protection adopted Shoreland Zoning Ordinances.
2. Definition of "Special Exceptions" should be added.
3. Definition of "Mixed-Use Development" should be added. Presently it is included under Section 19-304-21 Waterfront. As a result, it appears that such mixed-use developments apply only to the Waterfront zones and sub-zones and not to any other zones.
4. Correct outdated zone names as necessary. Since 1996, new zone changes were made to the Ordinance for new Commercial 1, 2, & 3 Zones, Transitional Business 1, 2, 3, & 4. However, there are places in the Ordinance where the old name(s) remain. For instance, Sec. 19-304-19. B. Shoreland Zoning Ordinance retains the Central Commercial Zone F and other older names.
5. Cluster housing definition should be included under Section 19-302.
6. Amend Section 16-105, General Requirements, Land Subdivision Ordinance and amend Section 16-202, Procedure, Site Plan Review Ordinance to allow the Planning Commission to hire its own independent consultants to supplement the work of the City Staff and to help review development plans with the costs of the outside help to be paid for by the applicant.

## **Future Land Use**

7. All permitted uses should be defined.

City of Rockland  
2002 Comprehensive Plan  
Adopted: June 2004  
Amended: November 2011

## Chapter 14 SUMMARY OF IMPLEMENTATION STRATEGIES

<ul style="list-style-type: none"> <li>○ In the case of a conflict between the more detailed implementation strategy descriptions within the preceding chapters of this comprehensive plan and this summary table of strategies, the former shall be followed.</li> <li>○ Timeframes: Ongoing is used for regularly recurring activities; Immediate is used for strategies to be addressed within two years after the adoption of this comprehensive plan; and Long Term is assigned for strategies to be address within ten years.</li> <li>○ The lead on each strategy is first party listed in the responsible party column of this table.</li> </ul>		
<b>Zoning Strategies</b>	<b>Responsible Party</b>	<b>Timeframe</b>
Review and amend residential and commercial zoning factors such as lot size, building setbacks, landscaping standards, and traffic to achieve an attractive urban environment in which people want to live and work.	City Council, Comps, CEO	Immediate
Review zoning along the waterfront to ensure that the zoning supports recent economic trends towards a tourist economy while maintaining a healthy balance between the tourist economy and the working waterfront.	City Council, Comps, CEO, Additional input: Community Development and Harbor Commission	Immediate
Evaluate zoning to allow for architectural blending rather than landscape and buffering where possible.	Comps, PC, CEO	Short
Review and evaluate the zoning of areas based on the economic viability of the allowed uses, the transportation impact, the natural impact, and the compatibility with surrounding zoning and uses.	City Council, Comps, PC, CEO	Immediate
Evaluate the existing commercial areas on Payne Street, Maverick Street, New County Road, Park Street west of Downtown to Broadway, Park Street from Broadway west, Main Street from Rankin Street to Maverick Street, Camden Street from Maverick Street north to Rockport to assure that the zoning is appropriate to those specific commercial areas and that they are being developed to their best potential use.	City Council, Comps, PC, CEO	Immediate
Evaluate Business Park zone.	City Council, Comps, PC	Immediate
Retain the Woodland and Wildlife Zone in the Rockland Bog and Marsh Brook to prevent development harmful to these wetlands.	City Council,	Ongoing
Retain Woodland and Wildlife Zoning where silvicultural activities are, or could be, important to Rockland's future.	Council, Comps	Ongoing
Review the zoning of areas fronting on the Harbor. Require sideline setbacks to increase or preserve views of the water from public rights of way. Consider the effects of placement and heights of buildings on the seaward side of streets paralleling the shore on views and air circulation for those properties on the landward side of those streets.	Council, Comps, CEO, PC	Immediate
Make the Harbor Trail a more permanent fixture, including signing, purchase of easements and provision of sidewalks where needed for safety.	Council, Harbor Commission, Park Committee	Short
Work with marine suppliers, marine service organizations, etc. to permit them to operate within the zoning ordinance.	Council, Community and Economic Development	Ongoing
Consider amending the Zoning Ordinance to avoid concentrations of group homes, distributing the location of these facilities more evenly within the City.	Comps, CEO, Council	Short
Amend zoning to encourage new infill development to reflect the existing	Comps, CEO,	Immediate

character of the neighborhood regarding setbacks and lot size.	Council	
The land containing the footpath that leads to the Rockland Breakwater should be zoned to restrict further development from occurring. In addition, the City should work towards acquiring permanent easement (right of way) or outright ownership of the land from the Samoset.	Council, City Attorney	Immediate
Review the Residential Zone “B” to determine which non-residential uses are incompatible with existing residential development and amend the zoning to eliminate further development of these uses.	Comps, CEO, Council	Immediate
Remove zoning restrictions to allow creation of parks and open space in all areas.	Comps, Council	Immediate
Continually review the City’s residential zoning regulations (including but not limited to building coverage, lot coverage, and dwelling size) to determine if revisions are required to promote residential development within the core growth areas. Caution should be exercised to ensure any revisions are in keeping with the character of affected neighborhoods.	Comps, CEO, Council	Ongoing
Allow mixed-use development that combines low-impact commercial uses and residential uses in buildings.	Comps, CEO, Council	Short
Review the mapping of residential and potential mixed-use areas and remap areas where smaller lot single family structures, multi-family structures, and mixed-use developments would be appropriate to help reduce Rockland’s jobs/housing imbalance.	Comps, CEO, Council	Short
Update applicable zoning regulations and/or rezone areas on Route 1 to allow denser and mixed-use redevelopment and in-fill. Areas zoned Plaza Commercial on Route 1 should be rezoned to allow for greater build-out from in-fill and/or redevelopment of affected parcels.	Comps, CEO, Council	Immediate
Open most core growth areas to mixed-use development, including multi-family housing at densities that can be supported by existing and planned sewerage capacity.	Comps, CEO, Council	Long
Amend residential zone regulations that limit in-fill development or redevelopment, such as by reducing setbacks, reducing or limiting maximum F.A.R.s, increasing maximum height or floors, etc. Reduce on-site parking requirements for all zones included within designated core growth areas.	Comps, CEO, Council	Immediate
Require new commercial and residential development along state highways to provide shared vehicle access connections to abutting parking lots, unless environmental constraints would prevent such connections.	Comps, CEO, Council	Long
Provide incentives (such as reduced off-street parking requirement, and assistance with managing stormwater runoff) for developments that exceed a Floor Area Ratio (FAR) of at least 0.4 in areas zoned Plaza Commercial or Commercial 1, 2, or 3.	Comps, CEO, Council	Long
Establish a maximum footprint for use, not for building as currently regulated, to encourage multi-occupancy buildings.	Comps, CEO, Council	Short
Reduce the patchwork of zones on Route 1, and provide a better transition between plaza / commercial uses and residential, small business, and rural uses.	Comps, CEO, Council	Short
Rezone the area west of Old County Road and east of Bog Road to lower the net residential density from that found in the Residential B Zone, and allow those commercial and industrial uses that depend on rural resources (either as permitted or conditional uses), home occupations, artisan shops, and similar traditional, rural, nonresidential uses in addition to residential uses.	Comps, CEO, Council	Immediate
Create a hillside/ridgeline protection overlay for areas over 300 feet in elevation, regulating the siting of structures to protect habitats, scenic assets, access and safety.	Comps, CEO, Council	Long
<b>Harbor/Waterfront/Marine related Strategies</b>		
Provide visual and pedestrian access to the harbor through development of a harbor access plan. The harbor access plan should maintain and preserve existing public land that provide visual and pedestrian access and encourage development of areas located between downtown and the harbor with path access and potential restaurant and retail services.	Council, PC, Harbor Commission, Community and Economic Development	Short
Allow a broad range of marine-related activities along the shore. Restrict non-	Comps, CEO,	Immediate

marine uses on the immediate shoreline, except as part of larger scale activities extending beyond the shore land.	Harbor Commission, Council	
Monitor water depths to keep the U. S. Army Corps of Engineers informed as to the need for maintenance dredging of channels. Encourage public and private dredging to create new channels and mooring basins as needed.	Harbor Master	Ongoing
Work with the Maine Department of Transportation and private operators to encourage more water-borne transportation activities.	Manager, Community and Economic Development, Harbor Commission	Short
Encourage the construction/installation of additional breakwaters or other protective works to improve protection of mooring areas and shore facilities (combine public and private funding sources).	Engineer, Council, Harbor Commission, Community and Economic Development	Long
Plan for expansion and improvement of public waterfront facilities such as the Fish Pier, Middle Pier, and Public Landing as demand increases. Improve boating facilities and dinghy storage at Snow Marine Park and at the Public Landing.	Council, Harbor Commission, Harbor Master	Ongoing
Enforce vessel holding tank discharge laws.	Harbor Master	Ongoing
As harbor water quality improves, provide limited facilities for swimming at Sandy Beach and/or Snow Marine Park.	Harbor Commission, Parks Commission, Council	Short
Develop a shared Rockland Harbor Master Plan with the Town of Owls Head.	Council, Harbor Commission, Harbor Master	Short
<b>Public Sewer/Water, Public Facility Strategies</b>		
Carefully consider all extensions of public utilities, so that unwanted development is not encouraged in areas topographically unsuited to such development.	Council, Engineer, Community and Economic Development, WWTF Superintendent	Short
Review the sewer system to determine where extensions could be made economically to allow more intense development of underutilized land in Core Growth Areas, particularly in the areas between Broadway and Old County Road and along Old County Road.	Engineer, Community and Economic Development, Council, WWTF Superintendent	Short
Undertake the construction of separate storm water and sanitary sewers in the South End. This would eliminate the Combined Sewer Overflow in the South End, at an estimated cost of \$1.5 million for the project.	Engineer, Community and Economic Development, Council, WWTF Superintendent	Ongoing
<b>Public Education/SAD 5 Strategies</b>		
Stimulate the development of "Career Days" and business seminars for Maine School Administrative District # 5 (MSAD 5) students.	Council, Manager, SAD 5, RTACC	Immediate
Encourage industrial and business site seminars for educators.	Manager, Community Development, RTACC	Immediate
Promote MSAD 5 student involvement in all aspects of local government:	Manager, SAD 5,	Immediate

student internships, Student Mayor, City Manager, and City Council Day.	Council	
Encourage educational and training programs oriented to marine activities.	Manager, Community Development, RTACC	Immediate
Establish a City of Rockland Education Committee in charge of bringing education related issues to the forefront and serving as a liaison between the City of Rockland and SAD 5.	Council	Immediate
<b>Economic Development/Tourism Strategies</b>		
Work with the State of Maine Bureau of Tourism, the Chamber of Commerce and use the City website to promote tourism in Rockland.	Community and Economic Development, Manager	Immediate/ Ongoing
Continue to promote and invest in attracting cruise trips to Rockland as a destination.	Community and Economic Development, Manager, RTACC	Short
Work with adjacent municipalities, the Rockland Thomaston Chamber of Commerce, Eastern Maine Development Corporation, and the Mid Coast Regional Planning Commission to develop regional industrial and business parks and to promote regional economic development.	Community and Economic Development, Manager	Immediate
<b>Design Standards Strategies</b>		
Review performance, design, and other standards for industrial and commercial development and redevelopment to assure they reflect the importance of aesthetics and the visual environment.	Comps, CEO, PC	Immediate
Review building and life safety codes and evaluate for removal any portion that may hinder adaptive re-use of existing buildings.	Comps, CEO, PC, Council	Immediate
<b>Codes/Regulations/Ordinance Strategies</b>		
Develop Ordinances that require the removal or rehabilitation of uninhabitable buildings.	Council, CEO, City Attorney	Short
Amend ordinances to limit development of steep slopes and higher elevations to low-density natural resource and/or residential uses.	Comps, CEO, PC, Council	Immediate
Adopt ordinances to limit excavating and filling of land to retain as much as possible of the original contours of the land, except for the installation of buildings and necessary roads and driveways.	Comps, CEO, PC, Council	Immediate
Limit the construction of roads to grades not exceeding 8%. Require greater area and reduce the building coverage allowed for lots with slopes steeper than 20%.	Comps, CEO, PC, Council	Immediate/ Ongoing
Adopt a Shoreline Zoning Ordinance for the Chickawaukie Lake watershed consistent with the Town of Rockport and the Department of Environmental Protection's <i>State of Maine Guidelines</i> .	Comps, CEO, Council	Short
Amend ordinances to require effects of proposed development on storm water flows and flooding to be determined during the application process. Require on-site detention of storm water runoff where appropriate.	Comps, CEO, PC, Council	Short
Amend ordinances as necessary to continue to limit the development of flood-prone areas.	Comps, CEO, Council	Short
Update the Flood Plain Management Ordinance as necessary to reflect current versions and retain eligibility of Rockland property owners to purchase Flood Insurance through the National Flood Insurance Program. The most recently adopted amendments were effective September 9, 1999.	CEO, Council, Community Development	Short
Evaluate subdivision standards regarding roads and sidewalks and amend these provisions as necessary to improve enforcement, and to encourage subdivision streets that complement the neighborhood in which they are located, including the use of narrow streets for small subdivisions.	Comps, CEO	Immediate
Consider adopting a conservation subdivision ordinance, and limit new subdivisions in designated rural areas to conservation or clustered housing	Comps, CEO, Council	Short



subdivisions. Consider allowing off-site conservation, but still within Rockland.		
Adopt a local ordinance limiting loading/unloading of trucks, other than delivery trucks such as Federal Express, or United Parcel Service, to certain hours when traffic is lighter.	Council, Downtown Merchants Group, RTACC	Immediate
Study and amend, as necessary, ordinances concerning parking for multi-family housing, to ensure adequate on-site parking for new or converted multi-family dwellings.	Comps, CEO, PC, Council	Ongoing
Amend the Zoning Ordinance to allow parks and playgrounds in all residential zones.	Comps, Council	Immediate
Prepare amendments to the Charter and Code as needed to bring them into compliance with each other and present the modified Charter and Code for consideration by the City Council.	Council, Manager, Attorney	Immediate
Adopt the latest version of the Building Officials and Code Administrators (BOCA) Building Code and apply that Code to all new construction.	CEO, Council	Immediate
Adopt the latest version of the National Fire Protections Association (NFPA) 101 Life Safety Code and require that a construction permit be obtained from the State Fire Marshall's Office when necessary.	CEO, Council, Fire Chief	Immediate
Modify the Subdivision Ordinance to require fire ponds and dry hydrants in subdivisions not served by Consumers Maine Water Company.	CEO, Council, Fire Chief, PC	Short
Prepare and adopt an industrial pre-treatment ordinance to meet Federal standards.	WWTF Superintendent, Engineer, Council	Short
Amend City Ordinances to require any developer proposing a development that significantly increases or decreases the housing stock within the City of Rockland to submit an Education Impact Study. The Education Impact Study will be forwarded to SAD 5.	Community and Economic Development, Attorney, Council	Short
Develop enforceable regulations requiring the long-term maintenance of landscaping and landscaped areas.	CEO, PC, Council	Immediate/ Ongoing
Adopt Investment Policy.	CFO, Manager, Council	Immediate
Adopt the three levels of home occupation into local ordinances.	Comps, CEO, Council	Immediate
Reduce the linear areas on arterials outside the urban compact area that are zoned for commercial and residential development, to better focus new and infill development within the urban compact, and to reduce sprawl.	Comps, CEO, Council	Short
Increase the minimum street frontage requirements in zones and/or properties located on arterials outside the urban compact.	Comps, CEO, Council	Short
Draft revisions, if necessary, to the Site Plan Review and Subdivision Ordinances to address adequately in-fill development. Require new subdivisions to reserve rights-of-way to adjacent vacant parcels with three or more acres, and to parcels that abut existing subdivision roads, for future connection, unless environmental constraints would prevent such connections.	Comps, CEO, Council	Long
Amend downtown zoning and off-street parking regulations to maximize the use of the limited commercial land area, including revisions to: <ul style="list-style-type: none"> <li>* Establish maximum setbacks to maintain existing development pattern (building street wall);</li> <li>* Discourage parking lots in front of buildings on principal streets like Main Street;</li> <li>* Limit drive-throughs; and</li> <li>* Allow reduction in parking space dimensions from 9 feet x 19 feet to 8 feet x 18 feet for compact cars and allow up to 40% compact cars.</li> </ul>	Comps, CEO, Council	Short
Adopt highway commercial site design standards in the zoning regulations and/or site plan and subdivision review standards, implementing the Gateway 1 publication as a starting point or revised standards that may be recommended by the Gateway 1 Corridor Coalition. Such strategies should include, without limitation, the following: <ul style="list-style-type: none"> <li>* Buildings with a footprint greater than 10,000 square feet shall employ varying setbacks, heights, step-backs, roof treatments, doorways,</li> </ul>	Comps, CEO, Council	Short

<p>window openings, and other structural or decorative elements that reduce the apparent size, bulk, scale, and massing of buildings.</p> <ul style="list-style-type: none"> <li>* Consider extending the application of the Tillson Avenue Overlay / Downtown Zone Design Standards to other commercial zones.</li> <li>* Parking lots over 100 spaces shall be segmented visually and functionally into distinct parking areas of no more than 60 spaces by landscaped and curbed medians or other methods.</li> <li>* Establish standards that require landscaping consisting of, at minimum, three 2.5" caliper street trees, six 4-foot high under-story trees, ten 12" high evergreen or 15" high deciduous shrubs, and five 3-foot evergreen trees shall be planted every 50 feet along and within a minimum 30-foot wide green strip buffer adjacent to all public streets and along and within a minimum 20-foot wide green strip buffer adjacent to all private streets and drives including parking lot connectors, circulation drives (including those adjacent to building) and loading areas.</li> <li>* Where a proposed building with a footprint greater than 10,000 square feet abuts property with at least one residence, a six-foot high earthen berm buffer shall be provided and planted with double offset rows of 4-foot high evergreens spaced 15 feet on center.</li> <li>* The maximum height of freestanding lights shall not exceed 14 feet.</li> <li>* All exterior lights shall have shielding to provide a beam cut-off at no more than 75 degrees nadir.</li> </ul>		
Continue to utilize shielded, 'dark-sky' lighting fixtures in parking lots, along roads, and at other exterior locations to the extent practicable, within the limits of any applicable safety requirements. Evaluate the effectiveness of these ordinance provisions and suggest amendments as necessary.	Comps, CEO, Council	Ongoing
Reduce the impact of traffic on wildlife by adopting local road standards in designated rural areas that maintain habitat values (for example, by limiting curb cuts along undeveloped rural road frontage, reducing street dimensions to the minimum level required for emergency vehicles, laying out new streets to avoid disruption to known habitat, and designing for low speeds) and minimize barriers to species travel (for example, by identifying key road crossing areas and, through brush management, speed controls, and other measures, facilitating wildlife crossings, and by adopting best practices for installation of culverts that allow wildlife to move through them).	Comps, CEO, Council	Long
Amend Section 16-204, Review Requirements, Site Plan Review Ordinance to require that new development lay out sites to incorporate existing vegetation including mature specimen trees and to retain existing contours to the extent possible. When "cuts-and-fills" are allowed they should be balanced for a more natural appearance. The use of high retaining walls should be limited. Balanced cuts-and-fills can minimize the need for additional fill material or for the removal of fill off the site.	Comps, CEO, Council	Long
<p>Evaluate dimensional landscaping requirements to focus on creating usable landscape spaces (i.e. plazas, play areas, pocket parks), including, without limitation:</p> <ul style="list-style-type: none"> <li>* Establish maximum setbacks to maintain existing development pattern (building street wall);</li> <li>* Discourage parking lots in front of buildings on principal streets like Main Street;</li> <li>* Limit drive-throughs downtown and in the Tillson Avenue Redevelopment District.</li> </ul>	Comps, CEO, Council	Short
Complete and maintain an inventory of environmentally-sensitive areas under private ownership and encourage or provide incentives to owners for voluntary conservation. Require that applicants proposing developments that would substantially change the rural characteristics of a site conduct a natural resource inventory and values assessment as part of site plan or subdivision review and require the applicant to address how natural resources will be maintained or adverse impacts minimized with the development proposal.	CEO	Long
Work with the Oyster River Bog Association to expand the bog preservation	Manager, Attorney	Ongoing

area with conservation easements and to reduce incompatible uses of the preserved areas.		
Continue to inform landowners about, and advocate for, current-use tax programs, including the Tree Growth, Farmland, and Open Space programs.	Assessor	Ongoing
Establish a local open space fund for voluntary land acquisitions and conservation easements, and seek donations, bequests, and grants, and apply to the Land for Maine's Future program to support this effort.	Manager, Attorney	Long
Support land trusts in their work with landowners to protect specified types of land through acquisition, conservation easements, and buy-restrict-resell development projects.	Manager, Attorney	Ongoing
Adopt additional view protection/visual impact performance standards in zoning regulations and subdivision and site plan review standards, based upon the Gateway 1 publication 'Scenic Resource Assessment, Gateway 1 Corridor' Chapter 8. Such strategies should include, without limitation, the following: <ul style="list-style-type: none"> <li>* Encourage the replacement and placement of utility poles, appurtenances, and road crossings in the corridor in the least environmentally and visually sensitive locations to the extent possible;</li> <li>* Plant street trees and integrate lighting, sidewalks, and other streetscape features;</li> <li>* Trim vegetation regularly to retain view corridors and keep/restore naturalized edges;</li> <li>* Use transportation safety features, e.g. guardrails, with natural-appearing colors and materials (such as Core 10 steel) that blend and enhance rather than look out of place, make-shift utilitarian, or neglected.</li> </ul>	Comps, CEO, Council	Short
<b>Community Facilities/Parks Strategies</b>		
Seek outside financial support through federal, state, or private foundation grants, or the designation of a Tax Increment Finance (TIF) District to support public improvements. Continue to invest in community facilities such as the Harbor Walk, public parks, public restrooms, parking lots, parking lot islands, sidewalks, bicycle racks, signage, pedestrian scale attractive lighting, and other amenities.	Community and Economic Development, Council, Manager Support of Harbor Commission, Parks Commission, and Public Works	Immediate/Ongoing
Retain and, as appropriate, develop existing public access to such features as the Rockland Bog, Benner Hill/Dodge Mountain, and the waterfronts of Rockland Harbor and Chickawaukie Lake. Require public access, as appropriate, for future development proposals.	Council, Community and Economic Development, Parks Commission, Harbor Commission	Ongoing/Short/Long
In consultation with the North End Neighborhood Association, purchase land on the waterfront side of Front Street for a neighborhood park. Remove portions of the railroad embankment and trestle to permit landscaping of this area for limited recreational use and improvement of the views from Front Street and the properties along it. An interpretive display could inform the public of the history of this area (as has been done at the waterfront park in Rockport).	Community and Economic Development, Parks Commission, Council, Harbor Commission, Historical Society	Long
Provide additional public facilities as needed to support commercial fishing.	Council, Harbor Commission	Ongoing
If the Shore Village (Lighthouse) Museum is relocated, encourage its relocation to a site on or near the waterfront.	Community and Economic Development, Council	Immediate
Support efforts of the Apprenticeship, Farnsworth Museum and the Penobscot School to include Rockland residents in their programs. Support Lincoln Street Center children's museum, theater and artistic activities.	Council, Community and Economic Development,	Ongoing

	Manager	
Relocate some events away from the Public Landing or maintain public access to the Public Landing during such events.	Council, RTACC	Short
Encourage the setting of realistic fee levels for all public events held on City property for which admission is charged.	Council	Immediate
Retain and develop the 8.80-acre parcel on West Meadow Road, develop the 43-acre parcel on Dodge Mountain and develop the 2.89-acre landslide site on Samoset as public parks.	Council, Community and Economic Development, Parks and Recreation	Long
Explore other locations, in either existing or new buildings, for the Recreation Center, which would offer additional facilities, activities and parking unavailable at the present Community Building.	Council, Community and Economic Development, Recreation	Short
Apply for any grants and encourage the continued active participation of various service organizations and volunteers in the equipping and maintenance of parks and playgrounds. Encourage business and corporate sponsorship of neighborhood playgrounds and parks. Encourage developers to set aside land for parks and playgrounds for the future neighborhoods those subdivisions will create.	Community and Economic Development, Manager, RTACC	Ongoing
Work with the owners of the Samoset Resort to acquire, by mutual agreement, the public right to access the Rockland Breakwater. Investigate the possibility of public use of the beach between the Marie Reed Park shore frontage and the inshore end of the Rockland Breakwater.	Council, Attorney	Immediate
<b>Parking Strategies</b>		
Review parking standards and shared parking opportunities to assure that adequate parking is provided while not providing too much parking. Provide appropriate directional signage to the Downtown and to existing parking.	Comps, Downtown Merchants, Parking Committee, OBDS Committee, Community and Economic Development	Immediate/ Ongoing
Consider the use of parking/storage areas away from the waterfront, with shuttle vans, to accommodate additional trailer launched boats (especially for those going out for more than a day).	Harbor Commission, Council	Short
Investigate the feasibility of constructing a parking deck over a portion of the Maine State Ferry Service parking lot, to meet the needs of the Ferry Service and businesses in the northern part of Downtown.	Community and Economic Development, Council, Manager, Parking Committee	Short
Consider the purchase of properties close to Downtown businesses for conversion to employee parking and/or consider supporting public transportation that would encourage the use of commuter parking and/or reduce the need for additional customer parking Downtown.	Parking Committee, Community and Economic Development, Council, Downtown Merchants	Short
Limit on-site parking for any pier constructed for the high-speed ferries to that necessary for handicapped access and employees. Encourage all other parking to be off-site, linked by shuttle buses or other appropriate means.	Community and Economic Development, Council	Long
Computerize the parking ticket system, and take advantage of any other technological improvements in efficiency and effectiveness as they become available at reasonable cost.	Council, Police Chief, Attorney	Short
Provide incentives (such as reduced off-street parking requirement for developments that exceed a Floor Area Ratio (FAR) of at least 0.4 in areas zoned Plaza Commercial or Commercial 1, 2, or 3.	Comps, CEO, Council	Long

Amend downtown zoning and off-street parking regulations to maximize the use of the limited commercial land area, including revisions to: <ul style="list-style-type: none"> <li>* Establish maximum setbacks to maintain existing development pattern (building street wall);</li> <li>* Discourage parking lots in front of buildings on principal streets like Main Street;</li> <li>* Limit drive-throughs; and</li> <li>* Allow reduction in parking space dimensions from 9 feet x 19 feet to 8 feet x 18 feet for compact cars and allow up to 40% compact cars.</li> </ul>	Comps, CEO, Council	Short
Require that parking lots be located where they least disturb adjacent residential uses, encourage interconnection of parking lots, and allow shared parking (if two or more retail uses, reduce overall parking requirement by 25% or so for shared lots).	Comps, CEO, Council	Long
Expand the use of a Parking Fee in Lieu of constructing on-site parking from the Tillson Avenue Area Overlay and Downtown Zones to other zones; reduce the minimum off-street parking space requirements for general retail sales, residential, and other prevailing uses; and establish incentives to reward shared parking and other alternative parking strategies.	Comps, CEO, Council	Long
Allow reduction in parking space dimensions from 9 feet x 19 feet to 8 feet x 18 feet for compact cars and allow up to 40% compact cars.	Comps, CEO, Council	Immediate
Discourage parking lots in front of buildings on principal streets like Main Street.	Comps, CEO, Council	Short
<b>Quarry related Strategies</b>		
Consider alternative uses for Rockland's many abandoned lime quarries. Some may be suitable for alternative uses such as aquaculture, recreation, or low-density residential development. Development on and near Old County Road, which runs between quarries for some distance, may require improvements to the road, which in turn, may require changes to the quarries.	Community and Economic Development, Engineer, Council	Long
<b>Landslide Mitigation Strategies</b>		
Continue to require all development applications in the areas, from which runoff contributes to the instability of the landslide area, to provide geo-technical information necessary in order to determine the risks imposed by the proposed development. Deny or modify those development proposals deemed to impose unacceptable risk of landslide.	Council, Engineer, Attorney	Ongoing
Consider cost sharing with desired development to provide storm drainage to reduce risk of landslide or consider purchase of harbor-side lands deemed at serious risk of landslide for low-intensity public recreation.	Council	Immediate/ Ongoing
<b>Municipal Sidewalk Strategies</b>		
Expand Rockland's bicycle path network following the recommendations of the Bicycle Path Committee and apply for all available cost-sharing programs to assist in the construction and maintenance of pedestrian and bicycle paths.	Community and Economic Development, Engineer, Public Works	Short
Develop a municipal sidewalk plan.	Council, Community and Economic Development, Engineer, Public Works	Immediate
<b>New Development Strategies</b>		
Conduct a study of current office demand, existing office stock, and the feasibility of future office development.	Community and Economic Development,	Immediate/ Ongoing

	RTACC, Downtown Merchants	
Work with growing industries and services to find in-city locations when they expand.	Community and Economic Development, Manager, RTACC	Immediate/Ongoing
If the City decides to build an amphitheater, consider a location other than Harbor Park for it.	Council, Harbor Commission, Parks Commission	Short/Long
Protect existing residential areas along Old County Road from the playing fields north to the Rockport town line and allow for limited commercial development at the intersection of Old County Road and Route 17.	Comps, Council	Immediate
Review Rural Residential zone to determine if current zoning will allow for an adequate mix of commercial and residential development.	CEO, Council, Comps	Immediate
Reduce odors from the transfer station to promote development in areas that are currently affected.	Transfer Station, Council, Engineer, Community and Economic Development	Immediate
Conduct an “infill check-up” to evaluate and prioritize infill and brownfield sites for redevelopment.	CEO, Council, Comps	Immediate
Facilitate programs to encourage home renovation and rehabilitation in existing neighborhoods.	Community and Economic Development	Immediate/Ongoing
Create economic incentives for homeowners to locate in areas with existing public infrastructure.	Council	Short
Review minimum lot size requirements in developable areas close to the center of Rockland.	CEO, Council, Comps	Immediate
Create special zoning in open spaces of growth areas to ensure that development projects are well planned and land is used efficiently.	CEO, Council, Comps, PC	Immediate
Provide support to community-based organizations in the form of technical assistance; permit fee waivers, and equipment sharing.	Council	Immediate/Ongoing
Expedite the permitting process for projects that utilize existing commercial or industrial properties.	CEO, PC	Immediate/Short
<b>Water and Watercourse Strategies</b>		
Obtain easements or other necessary legal agreements with riparian landowners and with the Department of Environmental Protection to enable the City to carry out needed maintenance and repairs, both emergency and ongoing, to Lindsey Brook and all other watercourses within the City and without requiring DEP permits/approvals for each separate activity.	Engineer, Public Works, Council, WWTF Superintendent	Immediate/Ongoing
Work with the Town of Rockport, the Consumers Maine Water Company and other riparian landowners to maintain and improve the water quality of Chickawaukie Lake. Enact regulations to help limit the phosphorous entering Chickawaukie Lake.	Council	Short
Monitor the infiltration of groundwater into the sanitary sewer system. Repair or replace lines and equipment allowing excess infiltration of groundwater.	WWTF Superintendent, Engineer	Short
Establish a program of periodic inspection of on-site wastewater disposal systems (septic tanks and leach fields) to assure their continued effective operation and avoid pollution of groundwater resources.	CEO	Short
Consider including within the Woodland and Wildlife Zone undeveloped areas surrounding Meadow Brook and other watercourses to avoid the negative effects of development.	Council, Comps	Short
Purchase needed lands for retention basins and other “flood control” works necessary to protect properties along Lindsey Brook and other watercourses in the urbanized area.	Council, Engineer	Short
Continue pumping those quarries used for solid waste disposal so that pollutants	Council, Engineer	Ongoing

in the water in those quarries does not infiltrate nearby rock.		
Limit development of areas not served by the Consumers Maine Water Company to densities that can rely on groundwater available on-site.	Comps, Council	Immediate
<b>Regional Coordination Strategies</b>		
Work with adjacent communities to develop additional industrial land for an industrial park or an expansion of the existing park.	Manager, Council, Community and Economic Development, RTACC	Short
Work with Consumers Maine Water Company, the Town of Owl's Head, Knox County, and any other interested parties to provide cost sharing for a reservoir on Ingrahams Hill in Owl's Head to serve the fire fighting needs of the Rockland Industrial Park and Knox County Regional Airport and to allow the extension of public water service to currently unserved areas of Owl's Head.	Council, Community and Economic Development	Short
Work with adjoining communities to determine if Rockland's Wastewater Treatment Facility can serve their needs more economically than investing in their own WWTFs. Evaluate existing waste water lines and the capacities of each facility to develop a future 10-year service plan for the region.	Engineer, Council, WWTF Superintendent	Ongoing
Pursue aligning the City of Rockland with other Cities and organizations with similar interests and concerns as Rockland in regards to Tax Code and Policies.	Manager, Council	Ongoing
Convene the Oyster River Association, The Town of Rockport, the Town of Warren, and the Town of Thomaston to develop a shared zone district for the Bog, use Rockland's Woodland/Wildlife "G" as a model.	Comps, CEO, Council	Short
Meet with adjoining towns to compare and evaluate the existing regulations for shared natural areas; develop a list of shared zoning changes that should occur to protect these features.	CEO, Council, Comps	Short
Evaluate opportunities in the development of the new Recreation Center to make it a regional facility.	Council, Recreation	Short
Coordinate local road and transportation improvement projects with surrounding communities where appropriate.	Manager, Engineer, Public Works	Ongoing
Refer rezoning proposals to adjoining towns that may be impacted by the proposal.	Manager	Immediate
Share the Rockland Comprehensive Plan with other communities and read and keep copies of surrounding towns comprehensive plans to be aware of regional cooperation opportunities.	CEO, Community and Economic Development	Short
<b>Transportation Strategies</b>		
Re-establish Rockland as a rail/water terminal for freight and passengers and encourage the retention and improvement of the State Ferry Service Terminal.	Manager, Community and Economic Development	Short
Work with Dragon Cement to coordinate their freight operations to the rail/barge terminal with any future passenger operations serving a ferry terminal over the same rail line in the South End and to improve the operation of the barge/tug to reduce damage to lobster gear in the harbor.	Manager, Harbor Master	Immediate/ Long
Adopt access controls, and fee schedules (as appropriate) for major traffic generators, in coordination with the Maine Legislature and DOT.	Council	Short
With the assistance of MDOT, study the following possible alternatives to Route 1 for through traffic: <ul style="list-style-type: none"> <li>* Use Old County Road, or a closely parallel new road, as a truck bypass around Downtown.</li> <li>* Add signs at both ends of Route 90 directing through traffic, particularly truck traffic, around Downtown.</li> <li>* Restrict use of Route 1 by trucks over a certain size/weight limit to certain off-peak hours.</li> </ul>	Manager	Ongoing
Schedule the re-routing of Route 17 for the earliest possible date.	Manager	Ongoing
The City should develop a corridor management plan for Old County Road. The	Comps, CEO,	Immediate

plan would identify existing access (entrances and driveways), mobility and safety issues in order to improve existing conditions and allow for development that does not degrade roadway conditions.	Council	
Take full advantage of any MDOT funding available for safety improvements. Consider local funding of needed safety improvements in the absence of MDOT funding.	Council, Manager	Ongoing
Encourage the Rockland-Thomaston Area Chamber of Commerce, or other appropriate group, to survey regional businesses and residents concerning their use of air travel and need or desire for more service at Knox County Regional Airport.	Community and Economic Development, Manager	Immediate
Consider designating the Community Development Director to provide liaison between those doing the survey and the MDOT and Knox County Commissioners to encourage the establishment of routes and services desirable for Rockland and Knox County.	Community and Economic Development, Manager	Immediate
Actively participate in the policy-making activities of the County Commissioners regarding the airport.	Council, Manager	Immediate
If significant growth occurs, consider the establishment of public transportation connections between Rockland and the airport, at least on a seasonal basis.	Community and Economic Development	Long
Encourage MDOT to have the ferries operate on schedules that will allow some time in Rockland between connecting ferries or trains, thereby providing the passengers with time in Rockland.	Manager	Long
Encourage the upgrading of the Rockland Branch to allow speeds needed by commuter service.	Manager	Short
Provide for year-round local bus service, to be augmented in the summer, connecting various transportation facilities and regional attractions.	Community and Economic Development, Council	Long
Encourage the provision of rail express or parcels (less than carload) service as part of the passenger rail services, where such services would be of benefit to regional residents and businesses.	Community and Economic Development, Manager, RTACC	Long
Work closely with local and regional industries to support their needs for intermodal, and other forms of freight transportation, when working with MDOT.	Community and Economic Development, Manager, RTACC	Short
Prepare a master sidewalk, multi-use path, and bicycle plan or plans to cover designated growth areas, and require development projects in these areas to include sidewalks with curbing, and, where feasible, a grass median esplanade, consistent with such plan(s).	CEO, Community and Economic Development	Short
Develop a master sidewalk snow removal and maintenance plan to ensure that these sidewalks can be used year-round along frontages.	Public Works	Short
Establish a Capital Improvement Plan (CIP) for the City-wide construction, maintenance, and repair of sidewalks.	Manager, Finance	Short
Narrower streets should be considered for small subdivisions to reduce roadway construction and maintenance costs and slow traffic speeds for neighborhood safety. Shared private driveways should be encouraged, as appropriate, for small subdivisions serving just a few homes. Where subdivision roads have the potential to be expanded to serve future additional residences, a sufficient right-of-way should be secured to allow for street widening if necessary.	Comps, CEO, Council	Long
When approving new development on Routes 1, 17, 73, and 90, Old County Road, or Thomaston Street, limit the number of total access points (side streets, entrances, and driveways, etc., but not entrances to fields) to 10 per mile where the speed limit is 55 mph, 15 per mile where the speed limit is 50 mph, 20 per mile where the speed limit is 45 mph, and 30 per mile where the speed limit is 30 mph; provided, however, that new development utilizing shared access shall not be foreclosed where such maximum has already been reached. Such access point limits may be adjusted in applicable regulations	Comps, CEO, Council	Long



to account for the impact on traffic and safety of the types of uses, trip generation data, and/or traffic management improvements. Whenever possible, provide incentives to landowners/developers to provide new side streets or other shared access points.		
Require new commercial and residential development along state highways to provide shared vehicle access connections to abutting parking lots unless environmental constraints would prevent such connections.	Comps, CEO, Council	Long
Require new subdivisions to reserve rights-of-way to adjacent vacant parcels with three or more acres, and to parcels that abut existing subdivision roads, for future connection unless environmental constraints would prevent such connections.	Comps, CEO, Council	Long
Create an Official Road Plan for future streets in designated core growth areas as identified in the Gateway 1 Corridor Action Plan, in order to enhance access and street connections within the street network, and to reduce congestion on Route 1.	Comps, CEO, Council	Long
In the downtown area (including all intersections with US Route 1 (Main Street and Union Street) between and including the Park Street and North Main Street intersections, and Route 73 (Main Street from the Water Street intersection to the Park Street intersection)), preserve physical elements of the historic downtown, such as on-street parking, narrow travel lanes, and street trees and sidewalks situated along all streets in the Downtown. Accordingly, all future road improvements should incorporate and preserve these and similar elements with a context-sensitive design, to retain the historic and pedestrian-friendly character of this area.	Comps, CEO, Council	Short
Enact access management standards on highways and arterials to protect and enhance roadway mobility, capacity and safety.	Comps, CEO, Council	Long
Pursuant to 23 M.R.S. § 704(2), adopt rules and regulations for the design, location and construction of driveways, entrances, and approaches on streets within the urban compact area, to adequately protect and promote the safety of the traveling public and maintain highway right-of-way drainage.	Comps, CEO, Council	Long
As part of access management, incorporate frontage, service, and/or rear access roads that: (a) are required as part of new highway-oriented development, (b) are promoted (along with the consolidation of existing driveways and entrances, and the reduction of continuous curb cuts) as improvements during in-fill development and retrofits to correct existing problems, and (c) interconnect parking lots where feasible and reduce overall parking by 25% or more for shared lots.	Comps, CEO, Council	Long
Adopt a development- and/or impact - fee system to fund off-site transportation, access management, and pedestrian safety improvements made reasonably necessary by development, including, without limitation, highway access management and uses, pursuant to 23 M.R.S. § 704, and seek financial assistance from the State for necessary road improvements as appropriate, pursuant to 23 M.R.S. § 1821 (the “Melrose Law”).	Manager, CEO, Attorney	Short
Identify local and collector roads used as informal alternate routes to Route 1 that, due to their residential nature, would benefit from traffic calming (such as on-street parking, cross-walks, speed tables, roundabouts, etc.) and implement these measures in consultation with MaineDOT and local residents.	CEO, Public Works	Short
Develop and regularly update municipal sidewalk, multi-use path, and bicycle path plans for the Gateway 1 Core Growth Area(s), and seek capital improvement funding for the same from federal, state, and municipal sources.	Community and Economic Development, Manager	Long
The City Manager and Economic & Community Development Department will continue to apply for state and federal funds for transportation-related streetscape improvements, including Community Development Block Grants and MaineDOT’s Transportation Enhancement Programs.	Community and Economic Development, Manager	Ongoing
Identify and reserve land with potential for rail siding service; encourage use of the Industrial Rail Access Program for the establishment or expansion of rail sidings.	Comps, CEO, Council	Long

Support and nurture the types of development that provide sufficient densities, short distances, and mix of uses that will support intra- and inter-local bus systems and other transit.	Comps, CEO, Council	Ongoing
Require large-scale developments and redevelopments of more than 50,000 square feet of sufficient concentration of people or trips to support transit, when constructed, substantially renovated, added to, or occupied by a new tenant, to provide adequate circulation to accommodate buses, and a suitable location for buses safely to embark and disembark passengers, unless such a bus stop already exists within 1,000 feet of the facility's access point and the facility provides safe and convenient on-site access to and from the stop.	Comps, CEO, Council	Immediate
Encourage rail service operators to upgrade or replace locomotives with efficient and low-emission equipment.	Manager, Community and Economic Development	Long
Require a minimum setback for new residential structures or conversions of existing structures to residential uses of at least 75 feet from rail lines or rail facilities.	Comps, CEO, Council	Immediate
<b>City Policy Improvement Strategies</b>		
Increase staffing levels of the Code Enforcement Office and/or transfer some inspection responsibilities to the Fire Department, to allow inspections at intervals not exceeding five years.	CEO, Council, Manager	Immediate
Increase the budget and staffing of the Recreation Department.	Council, Manager, Recreation Dept	Short
Reactivate the Recreational Advisory Board.	Council, Recreation Dept	Immediate
Amend existing City Ordinances to shift planning and zoning responsibilities to Community Development Department.	Council	Short
Hire an independent professional to rewrite the Zoning Ordinance in conjunction with the implementation phase of this Comprehensive Plan.	CEO, Council, Comps, Community and Economic Development	Immediate
Develop a description of the functions of the Department and the duties and responsibilities of its Director.	Manager	Immediate/ Ongoing
Have a contract caseworker responsible for the Welfare Department and find out surrounding communities' interest in sharing the contract caseworker on an interlocal basis.	Manager	Immediate
Continue to apply for grants and other financial assistance for such programs as Community Policing.	Community and Economic Development	Ongoing
Construct the addition to the Public Safety Building, including those spaces and facilities needed for efficient and effective Police Department functioning.	Council, Police and Fire Chiefs	Short
Establish a reserve fund, with specific guidelines for its use, or some other effective method, to reduce the impact on taxes when fire engines and/or ambulances require replacement.	CFO, Council, Manager	Immediate/ Ongoing
Establish a capital improvement program to meet equipment replacement and modernization needs.	CFO, Council, Manager	Immediate/ Ongoing
Continue to operate the WWTF at a high standard so as to eliminate, to the extent possible, the odors which were a problem prior to the recent facility upgrade.	Council, Engineer, WWTF Superintendent	Immediate/ Ongoing
Scheduled meetings between the City Manager and the Superintendent of Schools to discuss opportunities to share in project development and purchasing opportunities between the City of Rockland and SAD 5.	Manager, SAD 5	Immediate/ Ongoing
Implement user fees such as: pay as you throw fees at the transfer station, storm sewer fee, traffic impact fee for new subdivisions and developments, burglar alarm fees, etc.	Council	Immediate/ Short
Fund the remaining three "rainy day" funds for equipment replacement, tax stabilization, and capital improvements.	Council, CFO, Manager	Immediate

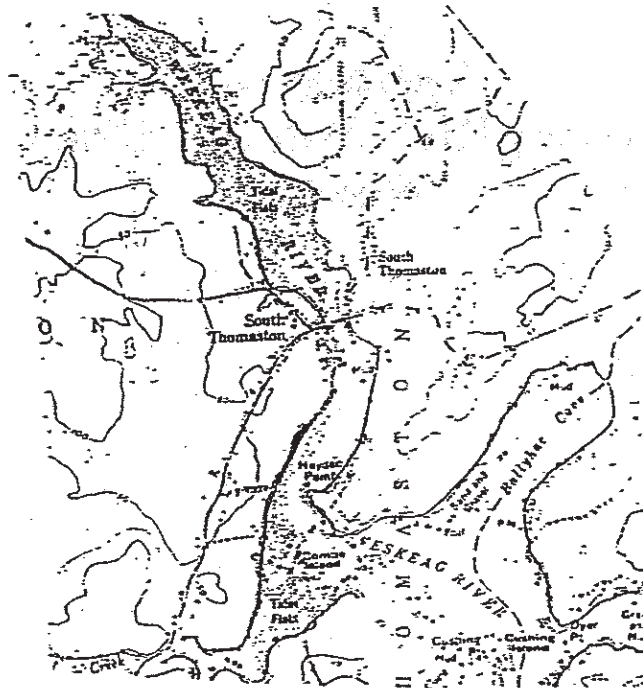
<b>Housing Strategies</b>		
Encourage developers of elderly housing to provide for a percentage of units at below market rates. Support the efforts of housing administrators and health care providers to provide assisted living units and additional medical care as needed.	Community and Economic Development	Immediate/Ongoing
Apply for available grants and loans to assist the providers of housing for the elderly.	Community and Economic Development	Immediate/Ongoing
Consider requiring a certain portion of houses or apartment units in a development to be made available at below market costs, particularly if the development is to use utilities extended to encourage development.	Community and Economic Development	Immediate/Ongoing
Apply for whatever grants or other assistance available to property owners to maintain their buildings and reduce lead-based paint hazards.	Community and Economic Development	Immediate/Ongoing
Provide staff help for the coordination and development of affordable housing coalitions.	Council, Community and Economic Development	Immediate
Provide copies of <i>Chapter 7: Housing</i> of this plan to surrounding towns to open discussions and fresh approaches.	Community and Economic Development	Short
Review the sewer system to determine where extensions could be made economically to allow more intense development of underutilized land, particularly in the areas between Broadway and Old County Road and along Old County Road.	Wastewater, Public Works	Long
Consider amending the Zoning Ordinance to avoid concentrations of group homes, distributing the location of these facilities more evenly within the City.	Comps, CEO, Council	Long
Consider requiring a certain portion of houses or apartment units in a development to be made available at below market costs, particularly if the development is to use utilities extended to encourage development.	Comps, Community Development, Council	Long
Amend zoning to encourage new infill development to reflect the existing character of the neighborhood regarding setbacks and lot size.	Comps, CEO, Council	Long
Mobile home parks will continue to be allowed in the area bounded by US Route 1, Pleasant Street and Park Street and in the area bounded by Old County Road, Broadway, Pleasant Street and Cedar Street, within the current Residential "B" Zone and served by municipal sewer.	Council	Ongoing
Continue to allow accessory apartments in zones where residential uses predominate.	CEO, Council	Ongoing
Where small-scale engineered subsurface wastewater disposal is the best alternative for serving multiple housing units, including in designated rural areas with clustered housing/conservation subdivisions, establish ordinance provisions for community sanitary systems which, once designed and constructed to both the State's and City's standards, would be owned by the City of Rockland and managed by the City of Rockland's Water Pollution Control Department. Users of the system should be responsible for all costs associated with the system (authorized under 38 M.R.S. § 1234).	WPCF, Attorney	Long
<b>Historic Preservation Strategies</b>		
Create a Historic Preservation Commission.	Council	Immediate
Maintain contact with the Maine Historic Preservation Commission (MHPC) regarding prehistoric and historic archaeological surveys. Contact area legislators regarding funding for such surveys. Incorporate information from such surveys in reviewing development proposals that could affect them.	Historic Preservation Committee	Immediate/Ongoing
Have the Commission prepare and propose standards for historic restoration/renovation to the City Council.	Historic Preservation Committee	Short
Have the Commission work with the Assessor and the Code Enforcement Office	Historic	Short

to include historic information on Building Permits and Demolition Permits, and property tax cards, and to establish historic markers as appropriate.	Preservation Committee, CEO, Assessor	
Obtain and disseminate information on any programs available for homeowners and other property owners to provide technical and financial assistance with the renovation/restoration of historic properties.	Historic Preservation Committee, Community and Economic Development	Short
Ensure that highway and related transportation improvements in the downtown are in keeping with the historic qualities of this area.	CEO, Public Works	Ongoing
The City Manager and Community Development Office will continue to assist business property owners to secure state and federal funds for the restoration of properties within the historic district as recognized on the National Register of Historic Places.	Manager, Community and Economic Development	Ongoing

**Appendix A:**  
**The Wesaweskeag River Watershed Survey Project**  
**Report**

# **WESKEAG RIVER WATERSHED**

## **SURVEY PROJECT**



**GEORGES RIVER REGIONAL SHELLFISH  
MANAGEMENT COMMITTEE**

**GEORGES RIVER CLAMMERS ASSOCIATION**

**MAINE COASTAL PROGRAM / STATE PLANNING OFFICE**

**MAINE DEPARTMENT OF ENVIRONMENTAL PROTECTION**

**APRIL 1996 - MAY 1997**

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## Acknowledgments

The following people were instrumental in carrying out the tasks necessary to complete the project and deserve special recognition:

**Watershed Surveyors include the following members of the Georges River Clammers Association and the Georges River Shellfish Management Committee:**

Volunteer	Town
Jim Bradbury	Cushing
Scott Tilton	St. George
Joshua Tilton	St. George
Gary Peters	Cushing
Maynard (Bud) Philbrook	Cushing
Dwayne A. Hunt	Thomaston
Jim Taylor	Cushing
Paul Wilson	Thomaston
Peter Betts	Thomaston
Greg Faulthingham	Cushing
David Taylor	Cushing
Keith Feyler	Cushing

Other volunteers include **Peter Hope** who worked in compiling maps, landowner names and photocopying.

### **Technical Staff**

Sherman Hoyt, Project Coordinator, Georges River Clam Project, a project of the University of Maine Cooperative Extension Service

Hollis Tedford, Consultant, Heartwood Associates Natural Resources Planning and Management

Mary Thompson, District Conservationist USDA Natural Resource Conservation Service

Paul Anderson, Department of Marine Resources

Bill Laflamme, Maine Department of Environmental Protection

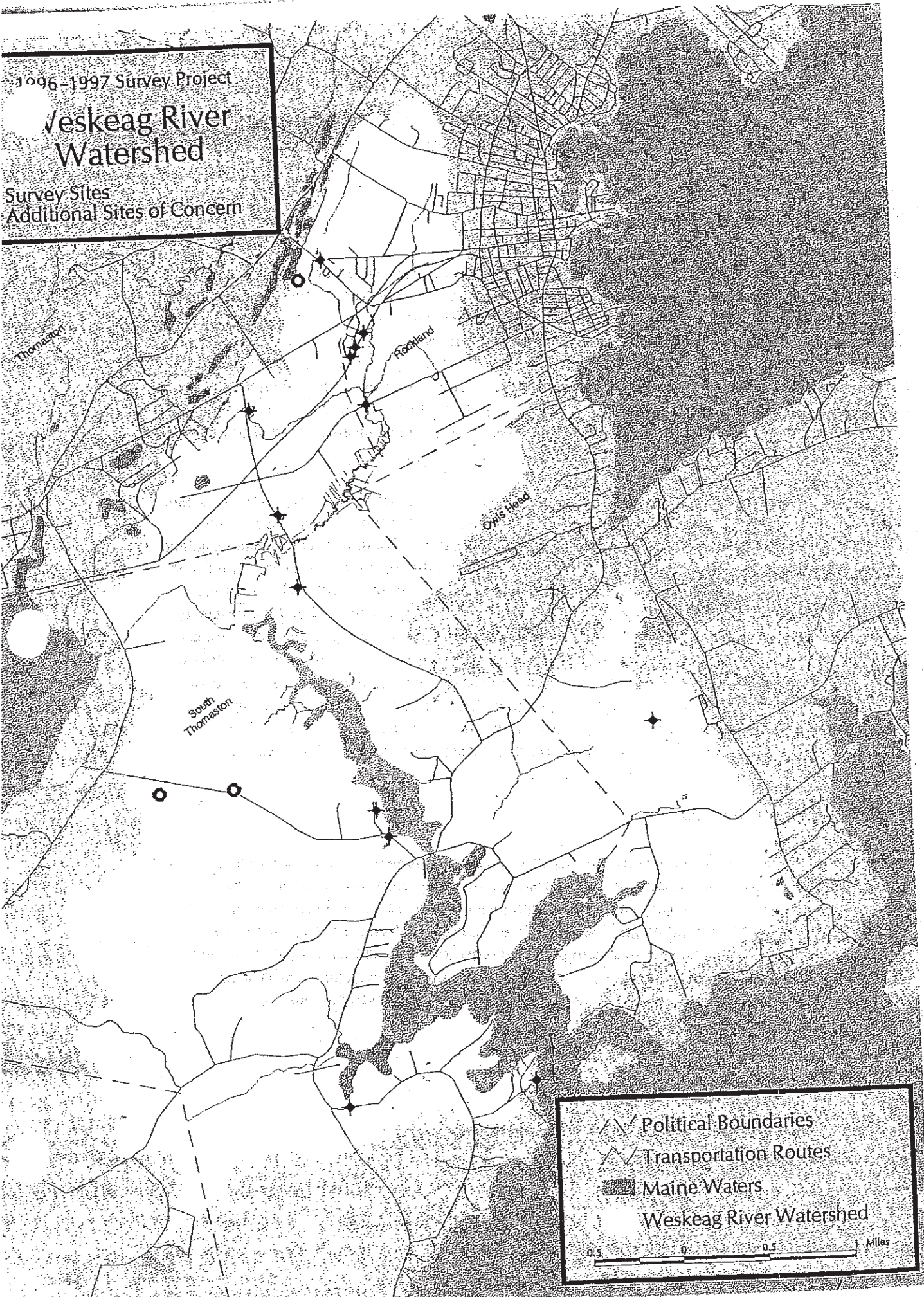
**FUNDING FOR THE LOCAL SURVEY WORK, COORDINATION AND TRAINING WAS PROVIDED BY THE MAINE COASTAL PROGRAM / STATE PLANNING OFFICE THROUGH FUNDING FROM THE FEDERAL OFFICE OF OCEAN AND COASTAL RESOURCE MANAGEMENT / NOAA UNDER THE COASTAL ZONE MANAGEMENT ACT OF 1972**



1996-1997 Survey Project

# Weskeag River Watershed

Survey Sites  
Additional Sites of Concern



Political Boundaries  
Transportation Routes  
Maine Waters  
Weskeag River Watershed

0.5 0 0.5 Miles

# Watershed Survey Report

## Weskeag River

### Watershed Overview

The Weskeag River watershed is a total of 11 square miles in size with portions of it located in Thomaston, So. Thomaston, Rockland and Owls Head. The headwaters of the river begin in Rockland as Marsh Brook. The upper portion of the watershed contains several agricultural fields and a moderate amount of development including the Maine Central Railroad line, a landing strip and commercial and residential structures. Several major roadways including portions of Routes 1 & 73, Thomaston Street and Buttermilk Lane bisect the watershed. The lower portion of the watershed contains the Knox County Regional Airport and scattered residential development with more concentrated development being located along shorefront areas.

The river itself has over 10 tributaries including Sharkeyville Creek. The lower portion of the river contains 3 major coves which include the area which Sharkeyville Creek empties into, Ballyhac Cove and Nabby Cove. The lower river also includes Coombs Island, Cushing Island and Spaulding Island. The river contains many shellfish producing tidal flats which, until last year, were entirely closed to harvesting. **The Weskeag is one of seven tidal rivers/creeks considered coastal wetlands most at risk from new development under the Department of Environmental Protection's Stormwater Management Rules.** In rating these rivers/creeks, the DEP considers, among other factors, potential future growth in the watershed, and existing indicators of water quality degradation. Limited monitoring data indicates that oxygen levels in some areas of the river have been found to be low. (See Appendix A for monitoring results). Oxygen levels of 5 parts per million or less are known to stress marine organisms. Levels as low as 4.7 have been measured in the upper reaches (Marsh Brook) of the Weskeag.

### Survey Description

The purpose of the survey was mainly for shellfish area management. Both a watershed survey and a shoreline survey were conducted. The watershed survey consisted of dividing the watershed into 4 survey areas and using local volunteers of the George's River Regional Shellfish Management Committee and Georges River Clammers Association as surveyors. A follow-up to the watershed survey was completed in April of 1997 and additional sites were identified during this process. Volunteers and personnel from the Department of Marine Resources also examined six separate areas in the shoreline survey (see Appendix B for shoreline survey results).



## Site List

### Sector A

A-1) Westbrook Street, South Thomaston - West Side of Weskeag River culvert Leading to wetland: Sediment and other pollutants coming from culvert inlet/outlet and town road.

A-2) Mill Pond Lane off of Westbrook Street, South Thomaston: Shoulder, ditch and inlet and outlet erosion on tributary to Weskeag River. Erosion occurring on tributary within 100 yards of river.

A-3) Buttermilk Lane on eastern shore of Marsh Brook/Weskeag River located along Tyler Wildlife Management Area, South Thomaston: Cultivated fields within 50 yards of river. Several parcels totaling 2 to 3 acres maybe contributing bacteria, nutrients and sediment. May also be the source of a report of large siltation plume observed during storm events when flying over river.

### Sector B.

B-1) Major area of unstabilized soil at Knox County Municipal Airport, Owls Head. Several acres in size.

### Sector C

C-1) Waterman's Beach Road in South Thomaston near Pole #121-2 and guard rails. Bacteria, sediment and nutrients from shoulder erosion of town road, livestock grazing next to stream and wetland area and old debris on hillside.

C-2) Eroding dirt roadway in Pleasant Beach area located directly across from Spaulding Island. (Although this site is technically not in the Weskeag watershed, its proximity to the mouth of the river and the ability of eroded materials from the site to impact the river as a result of tidal action, poses a threat to the river's resources)

### Sector D

D-1) Pleasant Street, Rockland, railroad tracks behind Pleasant Gardens: Industrial runoff from railroad tracks, debris and old car parts in wetland. Wetland contains rust stained water.

D-2) Along railroad tracks behind Pleasant Gardens in Rockland near Tuttle Shoe Barn Residential and industrial runoff as well as old cars and debris such as railroad ties are discharging toxics and nutrients into stream. Oily sheen seen on water.

D-3) Corner of Upper Pleasant and Park Streets in Rockland. Debris dump next to pond. City end of Rockland Dump. Runoff possibly contaminating pond with toxics, bacteria, nutrients and sediment.

D-4) Along Thomaston Street where Marsh Brook crosses in Rockland: Ditching and Road crossing eroding into Marsh Brook, contributing nutrients and sediment

D-5) Farm on Thomaston Street near intersection with Buttermilk Lane in Thomaston drains directly into Marsh Brook. Possible bacterial and nutrient contamination. Livestock observed grazing.

D-6) Behind Pleasant Gardens in Rockland: failing granite culvert under railroad tracks contributing to siltation of a tributary to Marsh Brook. Flooding also results from the culvert problem which contributes other pollutants associated with residential development.

D-7) Old Dump Site and unstabilized area in and adjacent to the Transfer Station in Thomaston, near where Buttermilk Lane intersects Route 1. This site is directly on the banks of a tributary to Marsh Brook possibly contributing nutrients, bacteria, sediment and toxics to this stream.

In addition to sites identified in the survey and follow-up, a new logging operation and housing development were observed in Sector A and an existing junkyard off of Westbrook Street was also identified.

## Pollutants of Concern

The primary pollutants of concern with regard to coastal estuaries like the Weskeag are pathogens, nutrients, toxics and sediments.

**Pathogens** are bacteria or viruses from sewage and animal wastes that are responsible for the closure of shellfish areas and swimming areas. Sewage enters coastal waters from malfunctioning septic systems, publicly owned treatment plants, overboard discharge systems, combined sewer overflows and discharges from boats. Pollution from animal wastes is primarily generated from agricultural activities, such as spreading manure to fertilize fields, but is also generated by pets and wildlife.

**Nutrients** include a number of different elements such as hydrogen, carbon, sulfur, nitrogen and phosphorous. While nutrients are needed by organisms to survive, too many nutrients can cause problems. One such problem is algae blooms, which can cause oxygen depletion leading to massive fish and shellfish kills, closure of shellfish beds, floating scums and foul odors. **Nitrogen** is generally the primary limiting nutrient for growth of algae in marine waters. Nitrogen enters coastal waters from agricultural sites, residential areas and wastewater and sewage.

**Toxics** are chemicals that can kill and severely limit the reproduction of marine organisms. Toxics in the marine environment include heavy metals like lead, mercury, arsenic, cadmium, silver, nickel, selenium, chromium, zinc, and copper. Metals can be transported into waterbodies by vehicle emissions, industrial processes and improper use and disposal of paints and pesticides. Metals also occur naturally in rocks and minerals and can leach into the environment over time. Soil disturbance can accelerate the release of metals into marine waters. Petroleum products, PCBs, chlorinated pesticides and dioxins are also toxic in

Maine's marine environment. Landfills and illegal disposal sites are primary sources of these contaminants. The contaminants accumulate in bottom sediments and are consumed by bottom feeding organisms, inhibiting their growth, reproduction and immune systems.

Sediments (sand, silt and other soil particles) suspended and transported in streams and estuarine waters are harmful in that they block sunlight, cover fish spawning areas and food supplies, raise water temperature, (reducing oxygen levels) clog the feeding apparatus of filter feeders (like clams and mussels) and damage fish gills.

## POLLUTANT SOURCES

### Tip Sheet

Source	POLLUTANTS				
	Bacteria	Toxics	Nutrients	Sediment	Other
<b>URBAN, COMMERCIAL, RESIDENTIAL:</b>					
Impervious areas w/o buffers or treatment	X	X	X	X	X
Construction Site			X	X	
Septic System	X		X		
Lawn		X	X		
Driveway			X	X	
Industrial Runoff		X	X		X
Commercial Runoff		X	X		X
Gas/Service Station		X			
Golf Course Runoff		X	X	X	
Shoreline Erosion				X	
<b>ROADS:</b>					
Ditch Erosion			X	X	
Shoulder Erosion			X	X	
Surface Erosion			X	X	
Unstable Culvert			X	X	
Unstable Stream Crossing			X	X	
<b>AGRICULTURE:</b>					
Livestock Grazing	X		X	X	
Tilled Fields			X	X	
Manure/Fertilizer Spreading	X	X	X		
Manure Storage	X	X	X		
<b>MARINAS:</b>					
Boat Maintenance		X	X		
Waste Discharge	X				
Impervious Areas	X	X	X		
Fueling Area		X			



1996-1997 Survey Project

## Weskeag River Watershed

Survey Site Priority

▲ High

▲ Low

▲ Medium

○ Additional Sites of Concern

Thomaston

Rockland

Owls Head

South  
Thomaston

Political Boundaries

Transportation Routes

Malne Waters

Weskeag River Watershed



0.5 0 0.5 1 Miles

## Data Analysis

The sites identified during the survey and in the follow-up to the survey are prioritized below. Prioritization was based on a number of factors including the ability of the site to potentially contaminate the resource, the proximity of the site to the resource, the size of the affected area, whether there was any opportunity to filter pollutants from the site, etc.

High Priority Sites	Medium Priority Sites	Low Priority Sites
(A-3) Buttermilk Lane on eastern shore of Marsh Brook/Weskeag River located along Tyler Wildlife Management Area, South Thomaston: Cultivated fields within 50 yards of river. Several parcels totaling 2 to 3 acres maybe contributing bacteria, nutrients and sediment. May also be the source of a report of large siltation plume observed during storm events when flying over river	(D-2) Along railroad tracks behind Pleasant Gardens in Rockland near Tuttle Shoe Barn: Residential and industrial runoff as well as old cars and debris such as railroad ties are discharging toxics and nutrients into stream. Oily sheen seen on water.	(D-5) Farm on Thomaston Street near intersection with Buttermilk Lane in Thomaston drains directly into Marsh Brook. Possible bacterial and nutrient contamination. Livestock observed grazing
(A-2) Mill Pond Lane off of Westbrook Street, South Thomaston: Shoulder, ditch and inlet and outlet erosion on tributary to Weskeag River. Erosion occurring on tributary within 100 yards of river.	(D-6) Behind Pleasant Gardens in Rockland: Failing granite culvert under railroad tracks contributing to siltation of a tributary to Marsh Brook. Flooding also results from the culvert problem which contributes other pollutants associated with residential development.	(D-1) Pleasant Street, Rockland, railroad tracks behind Pleasant Gardens: Industrial runoff from railroad tracks, debris and old car parts in wetland. Wetland contains rust stained water.
(B-1) Major area of unstabilized soil at Knox County Municipal Airport, Owls Head. Several acres in size	(D-3) Corner of Upper Pleasant and Park Streets in Rockland: Debris dump next to pond. City end of Rockland Dump. Runoff possibly contaminating pond with toxics, bacteria, nutrients and sediment.	
D-4) Along Thomaston Street where Marsh Brook crosses in Rockland: Ditching and Road crossing eroding into Marsh Brook, contributing nutrients and sediment	(D-7) Old Dump Site and unstabilized area in and adjacent to the Transfer Station in Thomaston, near where Buttermilk Lane intersects Route 1. This site is directly on the banks of a tributary to Marsh Brook possibly contributing nutrients, bacteria, sediment and toxics to this stream.	
(C-1) Waterman's Beach Road in Thomaston near Pole #121-2 and guard rails, Bacteria Sediment and nutrients from shoulder erosion of town road, livestock grazing next to stream and wetland area and old debris on hillside	(C-2) Eroding dirt roadway in Pleasant Beach, area located directly across from Spaulding Island.	
(A-1) Westbrook Street, South Thomaston - West Side of Weskeag River Culvert Leading to wetland: Sediment and other pollutants coming from culvert inlet/outlet and Town road		

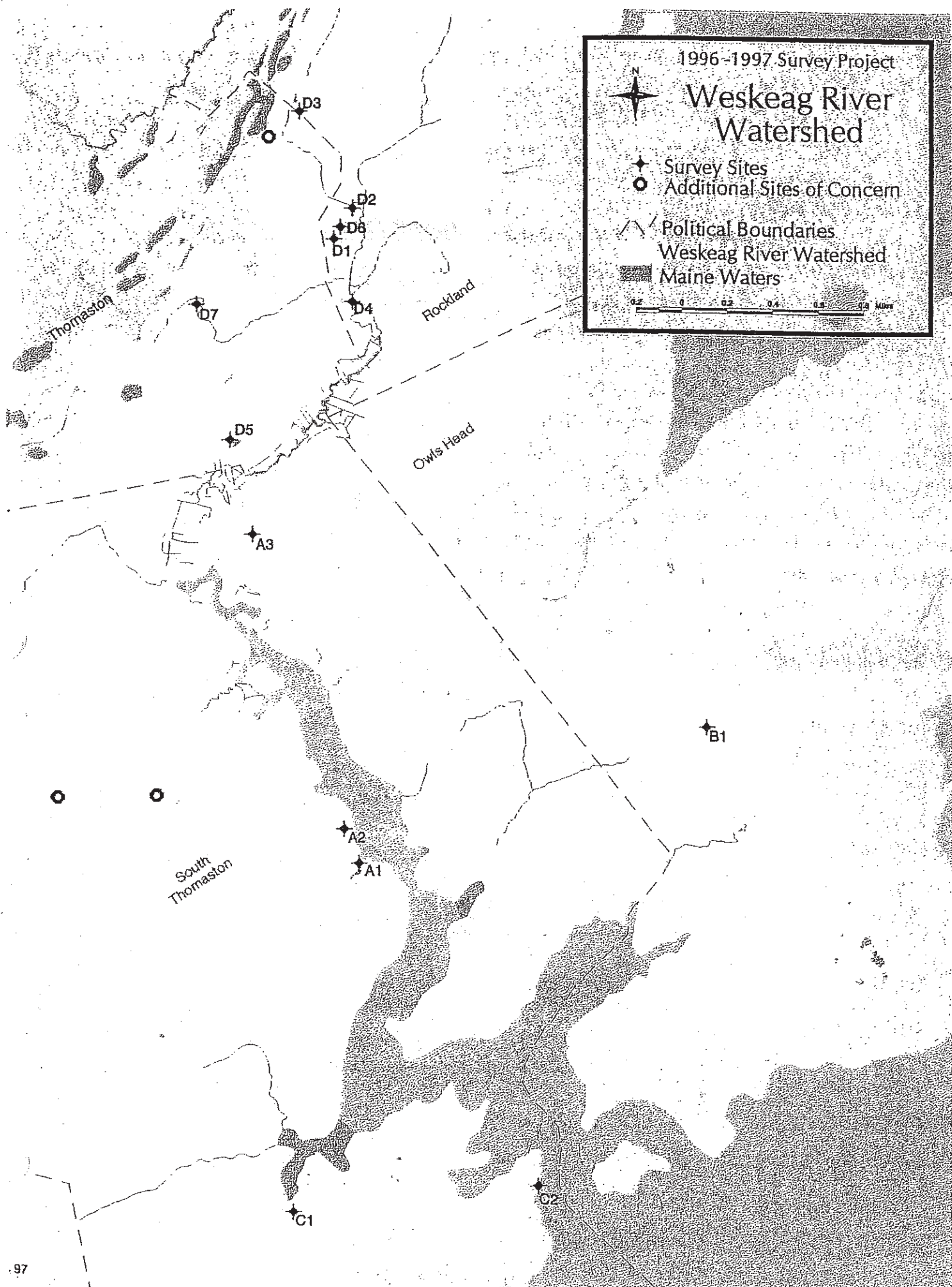
Number of Problem Types By Priority			
	High	Medium	Low
<b>Commercial &amp; Residential Industrial</b>		4	1
<b>Roads</b>	4	1	
<b>Agriculture</b>	1		1
<b>Construction Sites</b>	1		

The highest priority sites that were found include 4 roadway areas, an agricultural area and a construction site. The roadway areas consisted primarily of unstabilized ditches and crossings which discharged directly into tributary streams of Marsh Brook and the Weskeag River. The majority of these were located on town roads with only one being on a private road. Although no direct evidence of sedimentation was observed at the agricultural site, its size and slope, and its proximity to Marsh Brook make it a likely source of sediment and nutrients. The construction site's size was the major factor in making this site a high priority. Expansion of the airport is currently ongoing and a large area of disturbed soil has not been stabilized.

Medium priority sites were dominated by commercial, residential and industrial areas. These included several debris dumps near tributaries and a failing culvert under a railroad bed. These sites were rated as medium priority primarily due their distance from the resource and the ability of wetlands near these sites to provide some treatment.

Low priority sites tended to be of small size, were quite a distance from the resource, and had factors that provided potential treatment.





## General Recommendations for Problem Sites

The following table contains general recommendations for correction of problem sites discovered through the survey:

Site	Type of Problem	Recommendations	Priority
A-3	Buttermilk Lane on eastern shore of Marsh Brook/Weskeag River located along Tyler Wildlife Management Area, South Thomaston: Cultivated fields within 50 yards of river. Several parcels totaling 2 to 3 acres may be contributing bacteria, nutrients and sediment. May also be the source of a report of large siltation plume observed during storm events when flying over river	Use of fertilizer on fields should be evaluated and vegetated buffers established between fields and Marsh Brook	High
A-2	Mill Pond Lane off of Westbrook Street, South Thomaston: Shoulder, ditch and inlet and outlet erosion on tributary to Weskeag River. Erosion occurring on tributary within 100 yards of river.	Ditch area should be properly stabilized with vegetation or lined with rock. Culvert inlet and outlet should also be riprapped.	High
B-1	Major area of unstabilized soil at Knox County Municipal Airport, Owls Head. Several acres in size	Area should be temporarily mulched during construction and permanently stabilized with vegetation when construction is completed.	High
D-4	Along Thomaston Street where Marsh Brook crosses in Rockland: Ditching and road crossing eroding into Marsh Brook, contributing nutrients and sediment	Ditch area should be properly stabilized with vegetation or lined with rock. Bridge should also be repaired to prevent further discharge into the brook.	High
C-1	Waterman's Beach Road in Thomaston near Pole #121-2 and guard rails. Bacteria, sediment and nutrients from shoulder erosion of town road, livestock grazing next to stream and wetland area, and old debris on hillside	Stabilize road shoulders, establish vegetated buffer between pasture and stream and remove and properly dispose of discarded debris	High
A-1	Westbrook Street, South Thomaston - West Side of Weskeag River Culvert Leading to wetland: Sediment and other pollutants coming from culvert inlet/outlet and Town road	Stabilize road shoulders and inlet and outlet of culvert. Determine and correct source of pond sedimentation	High

Site	Type of Problem	Recommendations	Priority
D-2	Along railroad tracks behind Pleasant Gardens in Rockland near Tuttle Shoe Barn. Residential and industrial runoff as well as old cars and debris such as railroad ties are discharging toxics and nutrients into stream. Oily sheen seen on water.	Remove old cars and debris and establish a vegetative buffer along stream	Medium
D-6	Behind Pleasant Gardens in Rockland, failing granite culvert under railroad tracks contributing to siltation of a tributary to Marsh Brook. Flooding also results from the culvert problem which contributes other pollutants associated with residential development.	Repair culvert, establish vegetative buffer along stream in residential area.	Medium
D-3	Corner of Upper Pleasant and Park Streets in Rockland. Debris dump next to pond. City end of Rockland Dump. Runoff possibly contaminating pond with toxics, bacteria?, nutrients and sediment.	Remove debris and stabilize or properly close out dump site.	Medium
C-2	Eroding dirt roadway in Pleasant Beach area, located directly across from Spaulding Island.	Install waterbars to direct water to vegetated areas	
D-7	Old Dump Site and unstabilized area in and adjacent to the Transfer Station in Thomaston, near where Buttermilk Lane intersects Route 1. This site is directly on the banks of a tributary to Marsh Brook possibly contributing nutrients, bacteria, sediment and toxics to this stream.	Properly close out disposal area and stabilize disturbed areas. Remove visible debris adjacent to stream.	Medium
D-5	Farm on Thomaston Street near intersection with Buttermilk Lane in Thomaston drains directly into Marsh Brook. Possible bacterial and nutrient contamination. Livestock observed grazing	Establish vegetative buffer between pasture and brook.	Low
D-1	Pleasant Street, Rockland, railroad tracks behind Pleasant Gardens Industrial runoff from railroad tracks, debris and old car parts in wetland Wetland contains rust stained water.	Remove debris and old car parts from wetland area and dispose of them properly.	Low

## Time Record

Task	Hours
Steering committee meetings	30 (est.)
Gathering Data	25 (est.)
Publicizing Survey	15 (est.)
Survey Fieldwork	36.5
Other	16 (est.)
<b><u>TOTAL</u></b>	<b>122.5 Hours</b>

## Next Steps

Conducting a watershed survey is only the initial step in protecting the Weskeag River. Subsequent follow-up is crucial if the health of the river is to be maintained and ultimately improved. Clean-up of existing NPS sources will help to minimize the current discharge of toxics, nutrients, sediments and pathogens. Planning and monitoring of future development is also needed to minimize future sources. In addition, monitoring of the river's water quality and educating residents of the watershed to provide a sensitivity to nonpoint source issues is also critical to the success of protection efforts.

The first step in dealing with polluted runoff flowing to the Weskeag is to reduce or eliminate existing sources in the watershed. This will require some sort of funding as well as the interest and cooperation of individual landowners and municipalities. Section 319(h) of the Clean Water Act is an excellent source of funds to deal with these existing pollution sources. The Environmental Protection Agency administers this grant program which, through the Maine Department of Environmental Protection, funds implementation projects that address prevention, control or abatement of nonpoint sources of pollution. There are two types of projects for the Weskeag watershed which could be funded under this program: a **watershed project** and a **demonstration project**. A watershed project is a project directed at achieving prevention or reduction of major identified nonpoint sources affecting water quality in the watershed by implementing measures which improve impaired water resources. Demonstration projects are a practical method to encourage and accelerate NPS implementation when new technology or approaches have been developed or where existing technology has not been accepted in the area. These two types of projects are usually implemented over a one to two year period. Two year projects are recommended due to Maine's short construction season.

As was evidenced by the additional sites found during the follow-up phase of the survey, the Weskeag River watershed is constantly changing. New developments are being constructed, logging operations are being conducted, agricultural fields go in and out of production, etc. Portions of recently opened shellfish harvesting areas may be threatened in the future due to this ever changing land use. However, this doesn't have to happen if proper precautions are



taken through **watershed planning** to ensure that proposed development is properly located and constructed. Municipalities can amend their land use ordinances to ensure protection of important areas needed to maintain the water quality of the river as well as include provisions to address management of stormwater and proper erosion control on new development sites and logging operations. Assistance on amending ordinances is available from the local regional planning commission and the Department of Environmental Protection. Ardent administration and enforcement of the plumbing code to ensure proper installation and functioning of septic systems will also help to minimize bacterial contamination along with close monitoring of agricultural activity.

As previously indicated, it is important to note that this survey is just the initial step in protecting the Weskeag. Periodic future surveys which target all pollutants of concern are necessary to maintain the health of the river and its resources. In addition to bacteria and toxics, particular attention should be paid to nutrients and sediments since the river has impaired oxygen levels. It is of limited use to identify and correct all sources of bacteria and toxics if a massive die-off of shellfish occurs due to oxygen depletion caused by nutrients and sediments. This situation is not unprecedented in Maine in that a massive shellfish die-off occurred in Maquoit Bay in the 1980s which was attributed to low oxygen levels. Since only limited data is available on oxygen levels in the Weskeag, **it is recommended that future monitoring continue in an effort to obtain more complete data and as a basis to determine the success of pollution abatement efforts.**

Sensitizing local residents of the watershed to the effects of nonpoint source pollution is absolutely critical if efforts to protect and improve the Weskeag are to succeed. Major restoration and clean-up efforts are of limited value if the cumulative effects of minor activities conducted by residents contribute greater impacts. Information on ways individuals can maintain the health of the river as well as information on the benefits of a clean river needs to be communicated. The use of newspaper articles and other media are an effective means. A yearly festival or fair to celebrate successful clean-up efforts is another means to get the word out. Pamphlets, posters, workshops and mailings or a combination of these also work well.

Effective corrective action of existing problem conditions, close monitoring of water quality and of new development, and educating residents of the watershed is necessary if areas of the Weskeag river are to remain open to shellfish harvesting and additional currently closed areas, opened for future harvesting activities. The cooperation of the Georges River Regional Shellfish Management Committee, the Georges River Clammers Association, municipal officials, the local Soil & Water Conservation District, the Natural Resource Conservation Service, the Department of Marine Resources and local landowners is crucial for future protection of the Weskeag. By working together, sharing information and making a commitment to the protection of this resource it will remain a productive and outstanding asset to Maine's mid-coast area for years to come.

## Appendix A

## **Weskeag Sampling Results**

The following includes water quality monitoring data and a sampling location map which results from sampling completed by personnel of the Maine Department of Environmental Protection in 1990. The data represents two days of sampling work completed at various locations along the Weskeag. The data contains several abbreviations which are defined below:

D.O. - is dissolved oxygen. This parameter is measured in parts per million (PPM) and is the amount of oxygen dissolved in the water. The later in the day the sample is taken the more dissolved oxygen it should contain due plant respiration. A level of 5 ppm or below is known to stress marine organisms

% SAT - is percent oxygen saturation in the water

TEMP. - is temperature measured in Celsius

CND. - is conductivity measured in micro ohms

SAL. - is salinity measured in parts per thousand (PPT)

0M, 1M, 2M - is the depth the sample was taken at. 0M means at the surface, 1M means at 1 meter, etc.

**Weskeag Estuary**
**Date: August 30, 1990**
**Tide: Low @ 1:30pm**
**Weather: sunny**

STATION	TIME		0M	1M	2M
Thomaston Street	11:26	D.O. % SAT. TEMP. CND.	6.4 72 21.5 600		
Buttermilk Lane	11:37	D.O. % SAT. TEMP. SAL.	8.7 108 24.6 7		
Buttermilk Lane	12:54	D.O. % SAT. TEMP. SAL.	10.1 127 25.5 6		
WKE 1	1:00	D.O. % SAT. TEMP. SAL.	6.4 82 25.5 9.5	4.7 61 23.2 21	
WKE 2	1:20	D.O. % SAT. TEMP. SAL.	5 66 25 17		
WKE 3	1:28	D.O. % SAT. TEMP. SAL.	5.3 71 26 19.5		
WKE 4	1:44	D.O. % SAT. TEMP. SAL.	7.4 101 27 20.5		
WKE 5	1:55	D.O. % SAT. TEMP. SAL.	8 108 25.5 22		
WKE 6	2:05	D.O. % SAT. TEMP. SAL.	8.7 118 24.5 23.5		
ROUTE 73	2:30	D.O. % SAT. TEMP. SAL.	9.25 123 23.8 23.2		



Weskeag Estuary					
Date: September 5, 1990					
Tide: Low @ 11:51 am    High @ 5:48 pm					
STATION	TIME		0M	1M	2M
Thomaston Street	8:21	D.O. % SAT. TEMP. SAL.	4.7 44 12.5 0.07		
Thomaston Street	1:50	D.O. % SAT. TEMP. SAL.	8.45 90 18.3 0.7		
Buttermilk Lane	7:53	D.O. % SAT. TEMP. SAL.	6.2 66 16.5 7.8		
Buttermilk Lane	2:00	D.O. % SAT. TEMP. SAL.	6.2 77 18.6 25.4		
Route 73	8:09	D.O. % SAT. TEMP. SAL.	8.2 87 16.4 29		
Route 73	2:15	D.O. % SAT. TEMP. SAL.	9.9 118 16 27		



Chapter 1. Introduction  
1.1. Background and Motivation  
1.2. Scope and Organization  
1.3. Acknowledgments  
1.4. References

Chapter 2. Preliminary Results

## Appendix B

Appendix B.1. Bibliography  
Appendix B.2. Index  
Appendix B.3. Glossary  
Appendix B.4. List of Figures  
Appendix B.5. List of Tables

STATE OF MAINE  
DEPARTMENT OF MARINE RESOURCES  
PUBLIC HEALTH DIVISION  
McKown Point Road  
West Boothbay Harbor, Maine 04575  
(207) 633-9500

SANITARY SURVEY REPORT

Weskeag River  
SHELLFISH GROWING AREA V

COMPILED BY  
PAUL ANDERSON AND FRAN PIERCE  
WITH ASSISTANCE FROM  
THE GEORGES RIVER REGIONAL SHELLFISH COMMITTEE  
NOVEMBER 1996



A black and white line map showing the coastal region of Rockland and Thomaston. The map includes a network of roads and a prominent river, the Weskeag River, which flows from the north towards the south. The town of Rockland is located in the upper right, and Thomaston is in the middle left. A rectangular box in the lower right corner highlights a specific area, labeled as the 'Study Area'. The text 'Study Area' and 'Weskeag River' is placed near this box.

ROCKLAND

THOMASTON

Study Area  
Weskeag River

**SANITARY SURVEY  
WESKEAG RIVER  
SHELLFISH GROWING AREA V**  
Compiled by Paul Anderson and Fran Pierce  
November 1996

**I. EXECUTIVE SUMMARY**

This area lies in the townships of South Thomaston and Owls Head in Knox County. This area has been classified as closed prohibited to the taking of shellfish since at least 1989. It was last surveyed in 1989 by Laura Livingston of the Maine Department of Marine Resources. Follow up survey work was conducted in October 1996 by Paul Anderson and Fran Pierce of the Department of Marine Resources with assistance from members of the Georges River Regional Shellfish Committee.

As a result of this shoreline survey, portions of the river will be reclassified as open approved for the harvesting of shellfish.

**II. DESCRIPTION OF GROWING AREA**

**A. Location map showing growing area.**

See attached map

**B. Description of Area**

The shoreline covered in this report stretches from the un-named point north of Thorndike Point on the southern mouth of the river, in the township of South Thomaston, to Dyer Point on the northeastern mouth of the river in the township of Owls Head in Knox County. The shoreline in this area consists of large mudflats with marsh grass along the upper portions of the river and some rocky shore towards the mouth. Soft shell clam habitat is found on both sides of the river from the South Thomaston bridge to the mouth.

Freshwater influences include: the large stream that flows through the vast marsh in the uppermost portion of the river and the many smaller streams that can be found throughout the growing area. The streams inside the survey area were visited and evaluated microbiologically. A summary of the stream sample results can be found in the Pollution Source Survey section of this report.

All dwellings within 500 feet of the shore were surveyed. Descriptions of properties with questionable septic systems can be found in the Pollution Source Survey section of this sanitary survey report.

**C. History of growing area classification**

**1. Date of last survey**

This area was last surveyed in 1989 and 1990 by Laura Livingston.

**2. Previous classification map**

See attached map(s)

SHORELINE SURVEY - OCTOBER 1996

**III. POLLUTION SOURCE SURVEY**

**A. Summary of sources and Location**

This area was surveyed by Paul Anderson and Fran Pierce in October 1996. A total of 160 dwellings were inspected and the septic systems evaluated. There are no municipal treatment facilities on the Weskeag River. No overboard discharges or straight pipes were found during the survey. According to The Department Of Enviromental Protection, the last liscenced overboard discharge was removed in 1994. The shoreline survey revealed several point and non-point sources of pollution which are itemized below.



Weskeag River  
Shellfish Growing Area V  
Current Classifications

South Thomaston

Ballynac Cove

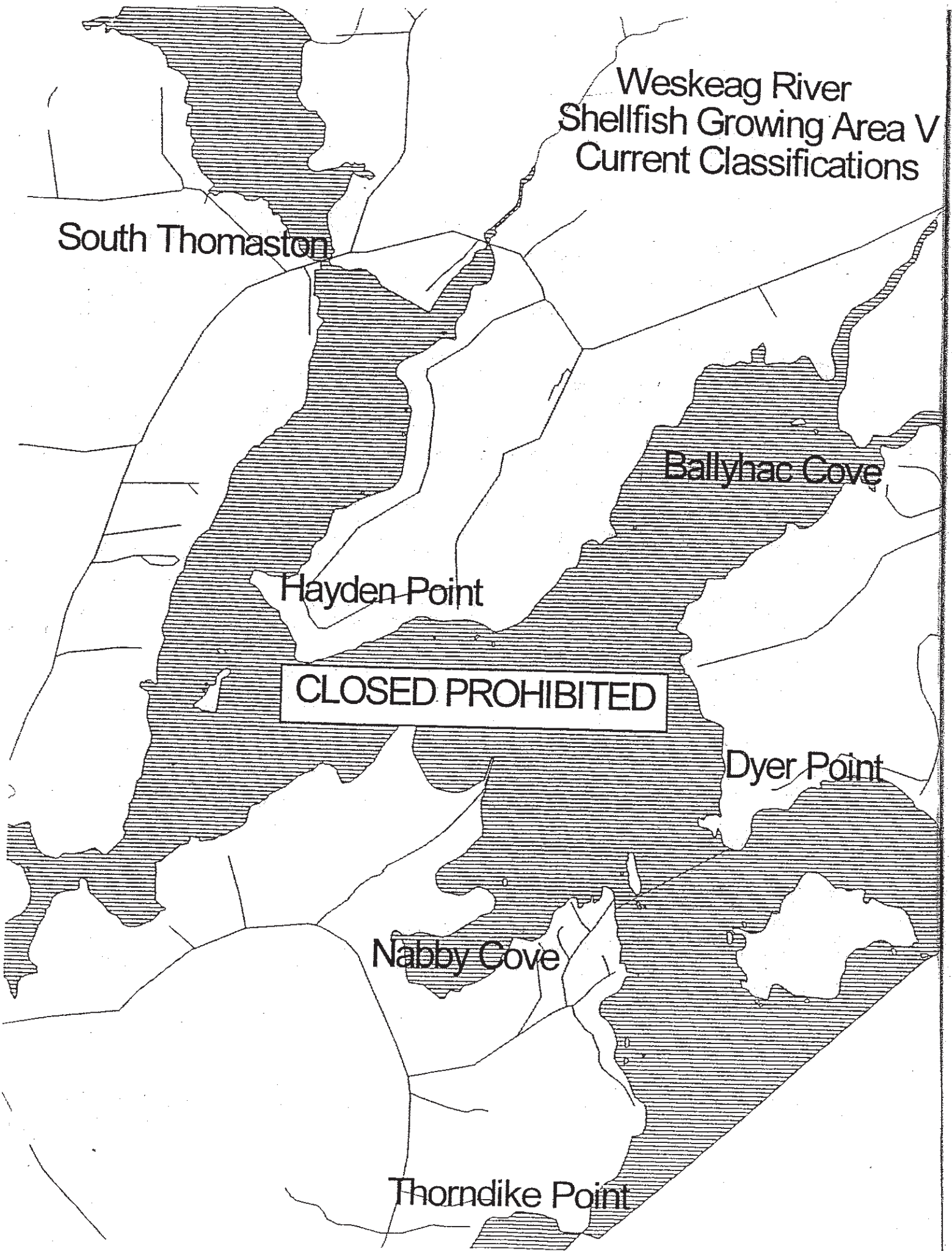
Hayden Point

CLOSED PROHIBITED

Dyer Point

Nabby Cove

Thorndike Point



## B. Identification and Evaluation of Pollution Sources

### 1. Domestic Wastes

#### a. Septic Tanks

The majority of the dwellings on the Weskeag River have individual in ground septic systems. Three outhouses were observed and all were found to be in satisfactory condition. One business was using a peat raised bed system.

The following dwellings were found to be pollution sources. All of these sites were visited with the local plumbing inspectors. Please refer to the Pollution Source Map for a visual reference for locations of these dwellings.

#### Pollution Sources:

1. White clapboard summer house owned by Fenderson family, South Thomaston tax map page 6, lot#21. This dwelling has a very old holding tank 10 feet from the shore with a cast iron septic overflow pipe coming out of the bank directly under the tank. This dwelling has already had a site evaluation done and the new septic will be going in either this fall, or in the spring of 1996.
2. Cow pasture (see agricultural waste section)
3. Natural shingled ranch with deck on front, owned by David Mahoney, tax map page 14, lot#20. The holding tank for this house is sunken into the ground on an elevated slope approx 65 feet above the shore. Directly behind the tank, leading to the shore, a gully has formed that transports septic waste to the shore from the tank overflow. This system will be replaced in the fall of 1996 or the spring of 1997.
4. White farmhouse owned by Dianne Atwood, South Thomaston tax map page 15, lot #30. This dwelling has a failing septic system on the northwest side that is running all over the yard. This system will be replaced in the spring of 1997.
5. Small camp with cistern and outhouse owned by Robert Nash, Owls Head tax map page 1, lot#30. This dwelling has a grey water discharge that enters into a swale that leads to the shore. The outhouse at this site was well maintained and located a safe distance from the shore.
6. Three dwellings on the shore owned by Everett Jones, Owls Head tax map page 1, lot#28. Two of the dwellings are located close to the shore and are in a bad state of disrepair. Both of these dwellings have malfunctioning septic systems. The third dwelling is a trailer that also has a questionable septic system.

Closure lines will be drawn around all of these dwellings.

#### Liscensed Overboard Discharge Systems:

There are no liscensed overboard discharges on the Weskeag River. The last overboard discharge was removed in 1994. The shoreline survey of the river revealed that there are no straight pipe discharge systems.

#### b. Treatment Plants

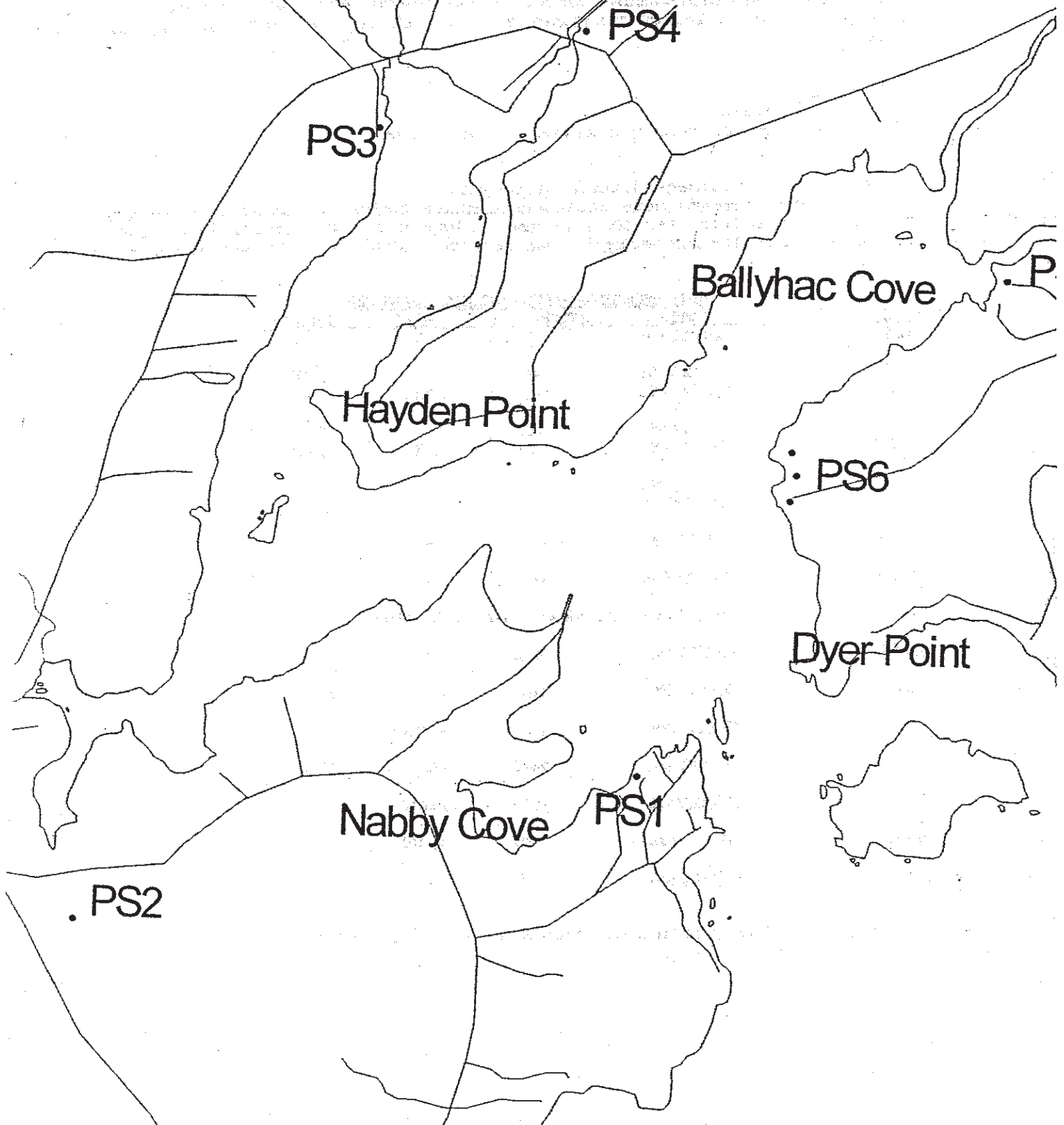
There are no municipal treatment facilities on the Weskeag River.

#### c. Marinas

There are no marinas on the Weskeag River. In the upper river there is a public launching ramp and float. Approximately 4 moorings are located nearby. These moorings are used by small fishing boats that fish for lobster outside the river. One other mooring was observed nearby water sampling station #48.5.



# Weskeag River Pollution Source Map Shellfish Growing Area



d. Recreational areas, fishing and hunting camps, etc.

With the exception of the public launching ramp, the shore-front property of the Weskeag River is all privately owned. There are no public camp sites or parks in this area. There is a wildlife area in the upper-most portion of the river that is managed by the Dept. Of Inland Fisheries and Wildlife. Hunting is allowed, but no camping is allowed.

Deer hunting was in the past, a popular sport along the river. Recent development has caused many hunters to go elsewhere to hunt. However, deer were observed at two sites on the river so it is likely that some hunting does take place.

## 2. Stormwater

### a. Combined Sewers

There are no combined sewers in this area.

### b. Locations of drainage ditches, pipes, runoff

Several streams were noted and sampled during the shoreline survey. The table below itemizes these streams along with the microbiologic quality of the water. See the accompanying map for the locations of these streams on the river.

1996 WESKEAG RIVER STREAM SAMPLES				
LOCATION#	DATE	SCORE A-1	FLOW	IMPACT
48S1	10/11/96	9.1	7	I/P
49S1	9/22/96	93		I/P
49S1	10/23/96	9.1	>100	I/P
49S2	9/22/96	43		I/P
49S2	10/23/96	43	>150	I/P
49S3	9/22/96	43		I/P
49S3	10/23/96	23	>150	I/P
50S1	9/23/96	93	5	I/P
*51S1	10/11/96	460	>80	D/A
51S2	10/11/96	NO FLOW - DID NOT SAMPLE		
52S1	10/11/96	9.1	10	I/P
53S1	10/11/96	43	<5	I/P
53S2	10/11/96	43	>100	I/P
54S1	10/11/96	240	<5	D/A
56S1	10/11/96	150	>100	I/P
56S2	10/11/96	93	>100	I/P
57S1	10/11/96	93	7	I/P

\* Stream # 51S1 is outside of study area at the R. Waldo Tyler wildlife area.

Weskeag River  
Shellfish Growing Area  
Stream Sample Sites

52S1

50S1

53S1

56S1

54S1

Ballyhac Cove 57

Hayden Point

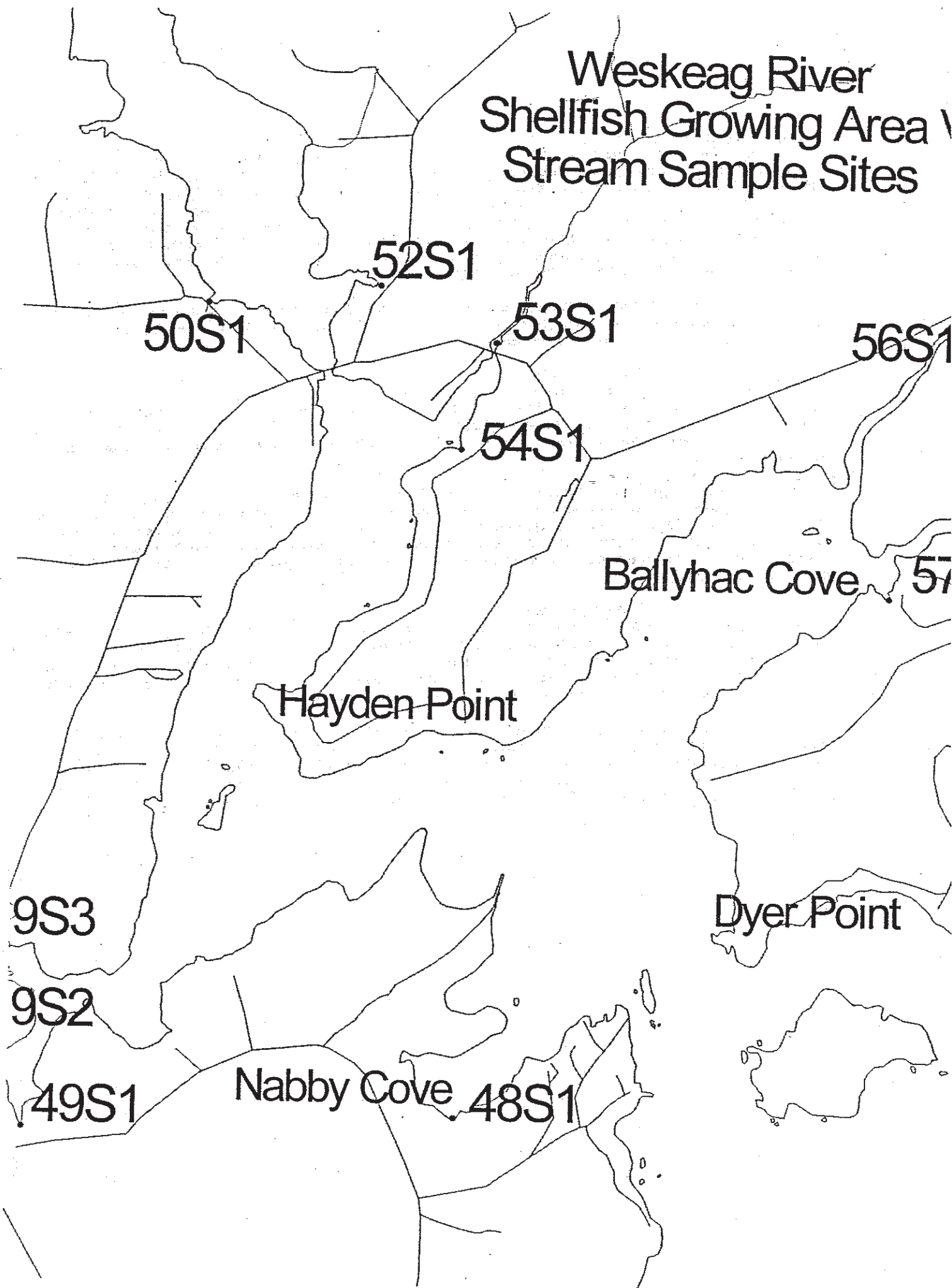
9S3

9S2

Dyer Point

49S1

Nabby Cove 48S1



### 3. Agricultural Waste

At the very head of the river there is a large marsh and wooded area of approximately 900 acres. The marsh is known as The R. Waldo Tyler Wildlife Area. The wildlife area has been managed by Inland Fisheries and Wildlife since 1968. The wildlife area is open for some public use, hunting is allowed, but no camping is allowed. There are no figures available for the numbers of birds and wild animals that migrate through the area each year. This area is within the portion of the river that will remain closed to the harvesting of shellfish and was therefore not included in the shoreline survey.

Three small family owned farms consisting of one or two horses were noted during the survey. One cow farm of approx. 20 cows was noted. A description of each of these farms is listed below:

#### Western Shore

1. At the head of Nabby Cove at the residence owned by John Snow Sr., South Thomaston tax map page 6, lot#41.1, one horse was observed grazing in a pasture approx 800 feet from the shore. Just below the pasture on the shore there is a seasonal stream. The stream was visited twice, but there was no flow during either visit.

2. Cow pasture owned by Herbert Grierson, South Thomaston tax map page 10, lots# 14 and 18 (see pollution source map for location of this pasture (PS2)). The cows at this site are allowed to graze in two separate pastures. One pasture borders on a stream that enters into a large tidal area. The stream (49S1) was sampled twice. The A-1 scores for this stream were both quite good at: 93 on 9/22/96 and 91 on 10/23/96.

#### Eastern Shore

1. On the eastern shore, above the South Thomaston bridge, at the George Kittredge residence, there is a horse pasture that slopes down to the shore. This pasture is located on South Thomaston tax map page 15, lot#7. Two horses graze in the large field at this site. There is a very small stream that enters the river below the pasture. The stream was not flowing on 10/11/96.

2. At the Dianne Atwood residence, South Thomaston tax map page 15, lot#30 one horse was observed grazing in the lawn area around the failing septic system. There is a stream below this site. The stream (53S2) was sampled on 10/11/96 and received an A1 score of 43. This stream is within the area that will remain closed because of the failing septic system.

#### IV. HYDROGRAPHIC AND METEOROLOGICAL CHARACTERISTICS

##### A. Tides

The tides on the coast of Maine are diurnal in nature. The mean tidal range in this area is between 11.4 and -1.8 feet. These numbers will vary from their predicted values depending on meteorological conditions. The mean tide in this area is about 9.2 feet.

##### B. Rainfall

According to the Coastal Pilot, there is an average of about 42.9 inches of precipitation in the mid-coast area yearly. The monthly average is 3.6 inches with the maximum average precipitation occurring in November, at 4.90 inches and the lowest average occurring in July, at 2.54 inches.

Rainfall is monitored locally at the Thomaston Treatment Facility. Precipitation data is included in the appendix of this report. An analysis of the data indicates that the area is subject to normal effects from non-point runoff and that no particularly significant impact is associated with precipitation in the proposed approved areas.

##### C. Winds

The Coast Pilot states that the prevailing winds during the warmer months are from the south and southwest and during the colder months from the northwest through the northeast. The mean wind speeds are greatest during the months of April and May. The lowest mean wind speeds are recorded during the month of August.

This does not appear to have any significant effect on the water quality in this area.

##### D. River discharges

The Weskeag River is a relatively small and winding river system. The river becomes a narrow strip at low tide with maximum depths of 9 feet. There are no municipal sewage treatment facilities or marinas on the Weskeag River. Water quality stations in the upper portions of the river have shown significant improvements in the past few years and most of these stations now meet open approved classification standards. Outer portions of the river near the mouth, receive good water circulation and the water quality scores have remained consistently good.

Numerous small streams can be found along the shore on both sides of the river. These streams have been sampled and evaluated as potential pollution sources (see Pollution Sources section B).

##### E. Summary

The combination of hydrographic characteristics discussed above may contribute to the water quality of the survey area, therefore having some impact on the safety of the shellfish harvested in the area. Tidal and wind factors may play some part in the dispersion and dilution of pollutants. However, given the orientation of the shoreline and the shallow narrow channel at low tide it is likely that this river system flushes the majority of its water with each tidal cycle. It is important to evaluate the local water quality in the context of these various hydrographic characters prior to making any judgements. Appropriate changes in classification are proposed with this sanitary survey.

## V. WATER QUALITY STUDIES

A. Map of sampling stations  
See attached map

### B. Sampling plan and justification

The Weskeag river is sampled following a random sampling format. Water quality stations have been placed along the river at sites nearby streams and areas of local development. Station #48.5 was added to the list of sampling stations in 1994 in an effort to better monitor the water as it flowed around the bend in the river at Birch Point. Station #48.5 currently has a total of 17 samples. All of the other stations on the river have the required 30 samples/station.

### C. Sample Data analysis and Presentation

<u>STATION</u>	<u>N</u>	<u>GM</u>	<u>P90</u>	<u>*CLASSIFICATION</u>
48	30	5.2	17.7	OPEN APPROVED
48.5	16	5.4	14.5	OPEN APPROVED**
49	30	8.3	36.2	OPEN APPROVED
50	30	6.7	24.6	OPEN APPROVED
50.5	30	10.8	43.5	PROHIBITED
52	30	10.8	63.6	PROHIBITED
53	30	5.4	14.8	PROHIBITED
54	30	8.4	45.1	PROHIBITED
55	30	7.5	40.5	OPEN APPROVED
57	30	10.3	52.0	PROHIBITED
58	30	6.6	24.7	PROHIBITED

\* classification as a result of this Sanitary Survey Report

\*\* Station 48.5 was added in 1994

This area was in the past, sampled following an adverse sampling plan but was changed to a random sampling format in 1994. The stations in this area have been sampled at least 30 times in the last six years.

## VI. DISCUSSION

A discussion of how actual or potential pollution sources, wind, tide, rainfall, etc. affect or may affect water quality:

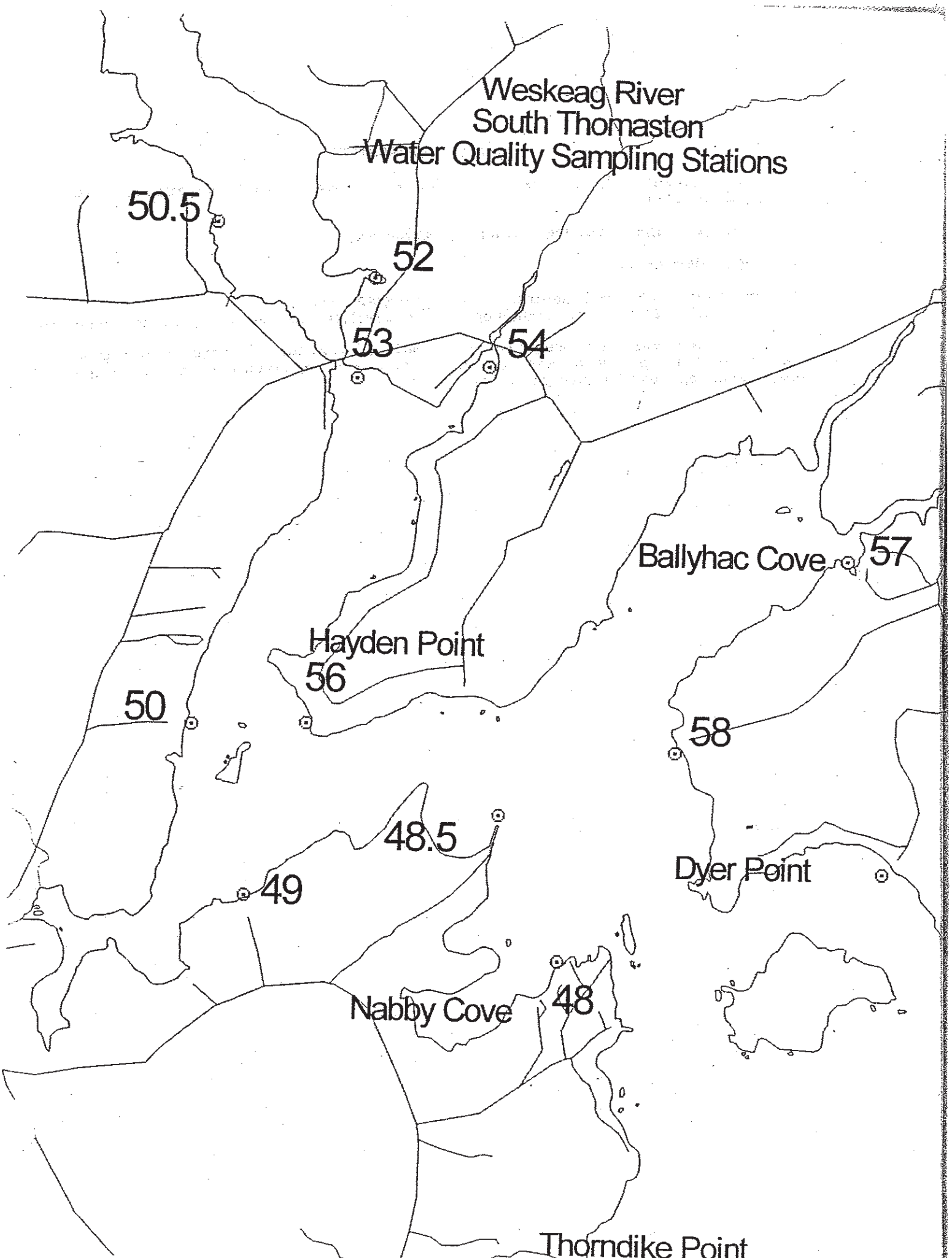
All of the factors that could contribute to poor water quality in this growing area were evaluated. As a result of the evaluation of the Weskeag River, in shellfish growing area V, and the compilation of this sanitary survey report, changes were made in the classification of this growing area.

Areas that were found to be exposed to any threat of pollution will be properly classified and evaluated with municipal officials.

No additional areas will be re-opened until all identified failing septic systems have been fixed and the water quality meets open approved standards.



Weskeag River  
South Thomaston  
Water Quality Sampling Stations



## VII. CONCLUSIONS

A. Map showing classification (closure lines, lines separating various classifications)

See attached Proposed Classification map

B. Legal description

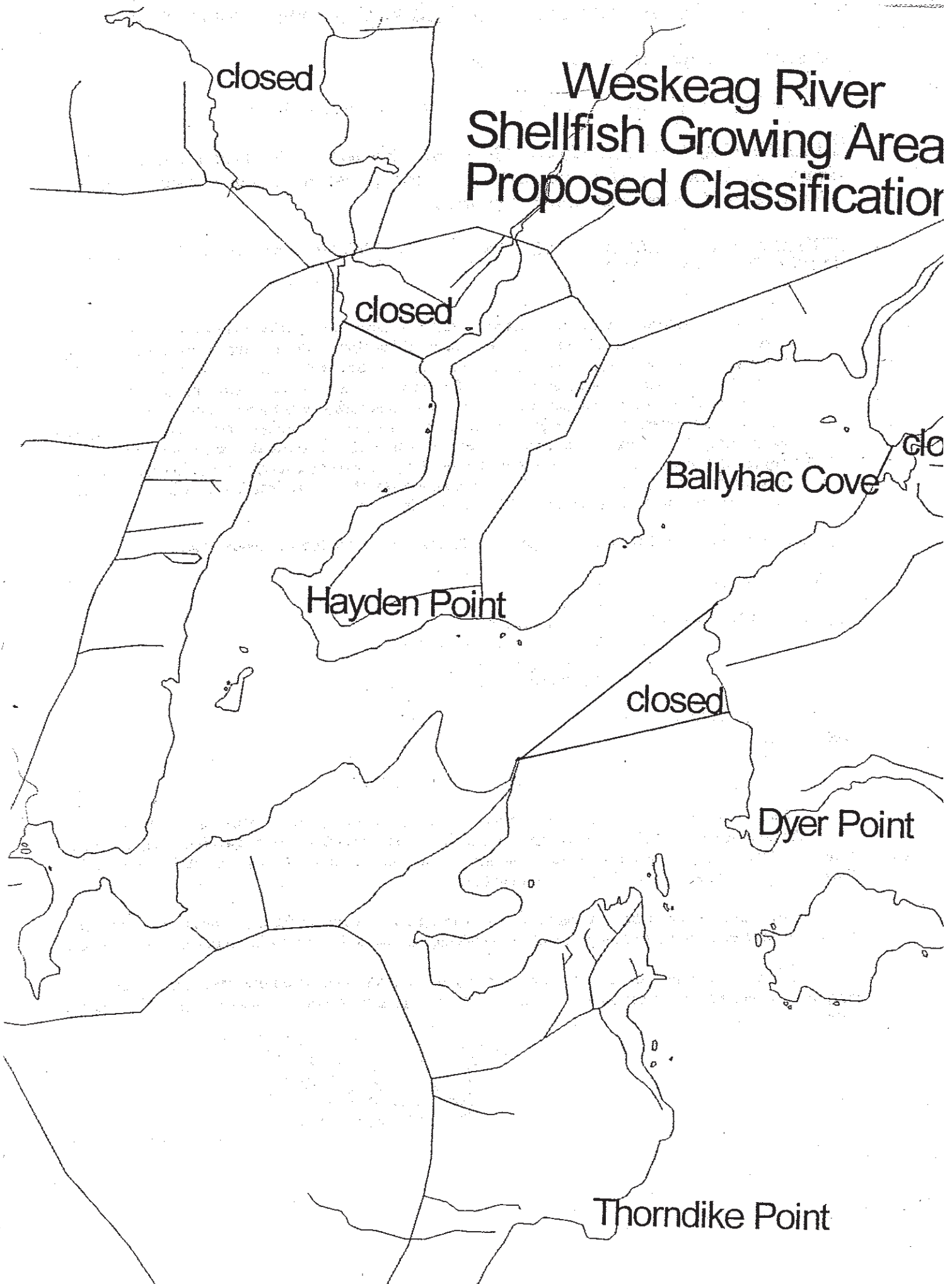
D. Recommendations for sanitary survey improvement

1. This area will continue to be sampled following a random sampling format.

2. Areas that are required to remain closed due to malfunctioning septic systems will be opened as soon as the systems are replaced and the water quality meets open approved classification.



# Weskeag River Shellfish Growing Area Proposed Classification



NOTICE OF EMERGENCY RULE REPEAL AND PROMULGATION

AGENCY: Department of Marine Resources

STATUTORY AUTHORITY: 12 M.R.S.A. Sections 6172 and 6192

**RULE REPEAL AND PROMULGATION:** DMR Regulation 95.05 J, Closed Area No. 28-B, Spruce Head Island, South Thomaston to Spaulding Island, Owls Head, promulgated on March 11, 1996, is repealed and replaced with the following rule:

**TEXT OF RULE:** DMR Regulation 95.05 J, Closed Area No. 28-B, Spruce Head Island, South Thomaston to Thorndike Point, South Thomaston.

1. Effective immediately, because of pollution, it shall be unlawful, to dig, take or possess any clams, mussels, oysters or quahogs from the shores, flats and waters of Seal Harbor that lie inside (northeasterly) of a line beginning at a red painted post located on the western shore of Seal Harbor. This stake is situated on the shore about 400 yards south of the northern end of Seal Harbor at the town line. From this stake the line runs southerly to the northern end of Slins Island; then running southeasterly to the southern tip of Burnt Island; then running northeasterly to the navigation target on the eastern end of Spruce Head Island; AND inshore and westerly of a line beginning at the northeastern most point on Spruce Head Island and running northwesterly to the northeastern most tip of Elwell Point; then running northerly to the northern tip of the next prominent (unnamed) point; then running northerly to the easternmost tip of Waterman Point; then running northeasterly to the unnamed point 350 yards north of Thorndike Point.

Violation of any provision of this regulation shall be a Class D Crime (12 M.R.S.A. Section 6204).

EFFECTIVE DATE: December 6, 1996

AGENCY CONTACT PERSON: Paul S. Anderson  
Department of Marine Resources  
McKown Point Road  
West Boothbay Harbor, Maine 04575

THE COURIER GAZETTE  
December 12, 1996

STATEMENT OF FACT AND POLICY

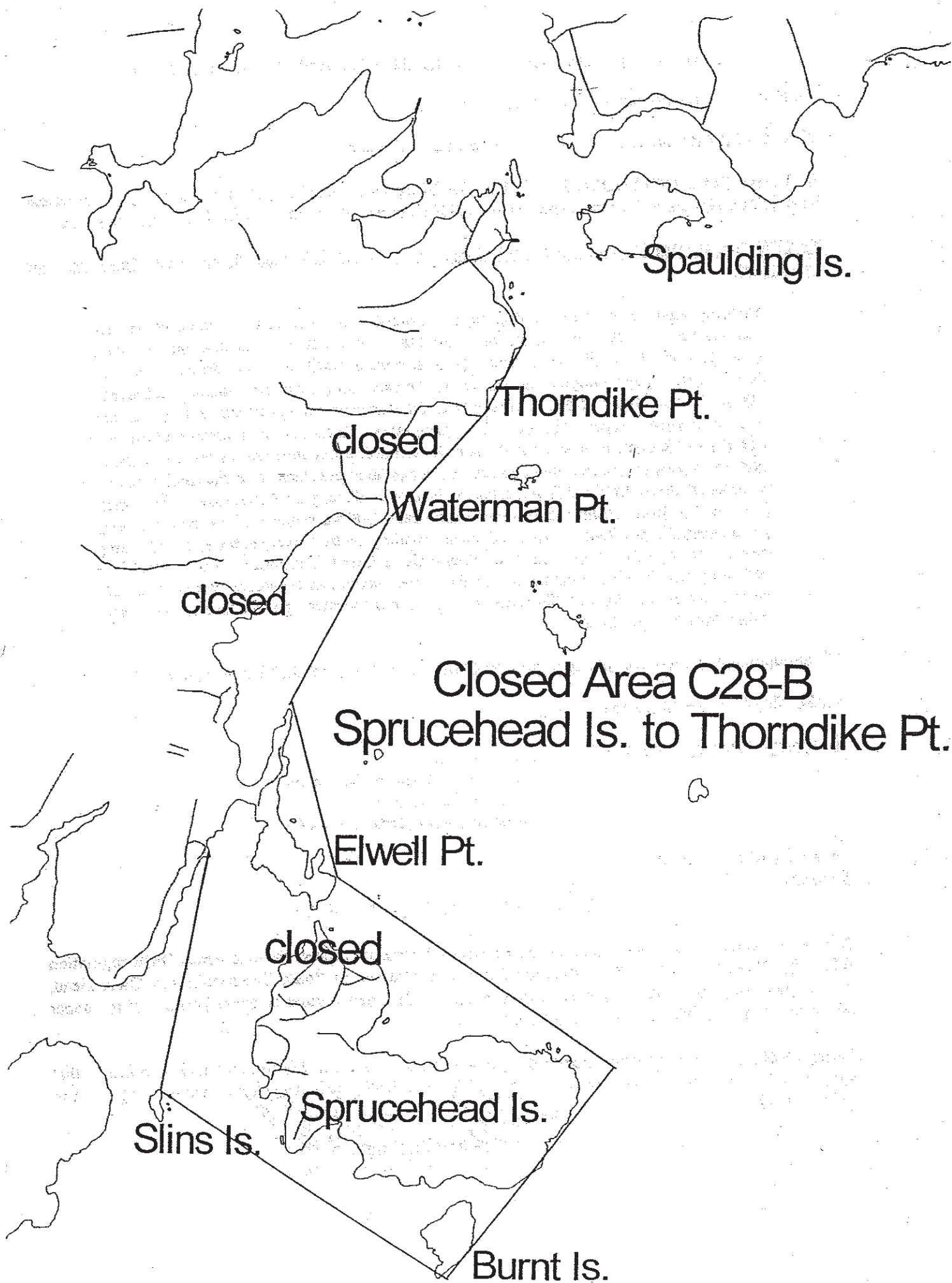
The Commissioner of the Maine Department of Marine Resources repeals the emergency DMR Regulation 95.05 J, Closed Area No. 28-B, Spruce Head Island, South Thomaston to Spaulding Island, Owls Head promulgated on March 11, 1996, and replaces it with a new rule. This new rule, in combination with Closed Area 28-I promulgated on December 6, 1996, opens the mouth of the Weskeag River.

Department personnel have sampled and surveyed the flats and waters in this area and have determined that shellfish in this area are no longer subject to biological pollution and can be harvested without threat to public health.

However, the intertidal area to the south and west of Thorndike Point to Spruce Head must remain closed because of pollution. This closure prohibits the harvest of clams, mussels, oysters and quahogs to protect the public health.

  
E. PENN ESTABROOK  
DEPUTY COMMISSIONER

Z:\CLOSURE\AREAS\CL228-86L.WPD



## NOTICE OF EMERGENCY RULE REPEAL AND PROMULGATION

AGENCY: Department of Marine Resources

STATUTORY AUTHORITY: 12 M.R.S.A. Sections 6172 and 6192

RULE REPEAL AND PROMULGATION: DMR Regulation 95.05 FF, Closed Area No. 28-I, Weskeag River, South Thomaston, promulgated May 9, 1989, is repealed and replaced with the following rule:

TEXT OF RULE: DMR Regulation 95.05 FF, Closed Area No. 28-I, Weskeag River, South Thomaston and Owls Head.

1. Effective immediately because of pollution it shall be unlawful to dig, take or possess any clams, quahogs, oysters, or mussels taken from the shores, flats and waters of the following three portions of the Weskeag River: (1) That portion north of a line drawn across the Weskeag River, beginning at a red painted post located on the western shore approximately 300 yards south of the bridge at Spruce Head Rd. thence running due east to a red painted post on an un-named point of land on the opposite shore; AND (2) The southeastern tributary of Ballyhac Cove, in the town of Owls Head, located inside of a line drawn from a red painted post on the northern shore, running south to a red painted post located on the small point on the opposite shore; AND (3) That portion at the mouth of Ballyhac Cove between two lines. The first line drawn from a red painted post located 700 yards north of the most westerly prominence of Dyer Point, Owls Head, thence running southwesterly to the end of the long pier on the opposite shore, north of Nabby Cove, South Thomaston. The second line beginning at the above mentioned pier on the western shore thence running easterly to an un-named point of land located 300 yards north of the most westerly prominence of Dyer Point in the town of Owls Head.

Violation of any provision of this regulation shall be a Class D Crime (12 M.R.S.A. Section 6204)

EFFECTIVE DATE: December 6, 1996

AGENCY CONTACT PERSON: Paul Anderson  
Department of Marine Resources  
McKown Point Road  
West Boothbay Harbor, ME 04575

THE COURIER GAZETTE  
December 12, 1996

### STATEMENT OF FACT AND POLICY

The commissioner of the Maine Department of Marine Resources repeals the emergency DMR regulation 95.05FF, Closed Area No. 28-I, Weskeag River in the towns of South Thomaston and Owls Head, promulgated on May 9, 1989, and enacts a new regulation. This new regulation opens portions of the upper Weskeag River, Ballyhac Cove and Nabby Cove.

Department personnel have sampled and surveyed the flats and waters in this area and have determined that shellfish in these areas are no longer subject to biological pollution and can be harvested without threat to public health.

  
E. PENN ESTABROOK  
DEPUTY COMMISSIONER

# WESKEAG RIVER

## Closed Area No. C28-I

Spruce Head Rd.

1

closed

2

closed

Ballyhac Cove

Hayden Point

3

closed

Dyer Point

Nabby Cove

closed





12/03/96

## RAINFALL/TIDE/FECAL COLIFORM ANALYSIS FOR AREA V

Page 1

FOR THE YEARS 1991, 1992, 1993, 1994, 1995, AND 1995

Starting Date: 01/01 Ending Date: 12/31 Rainfile: RNWROC

Category AF excluded

\*\*\*\*\* in rainfall columns indicates missing rainfall data \*\*\*\*\*

STATION	COLDATE	CAT	COND	TIDE	COL	RAIN	RAIN-1	RAIN-2	RAIN-3	RAIN-4
V	48.00	01/04/91	A	R	F	2.9	0.000	0.000	0.000	0.280
V	48.00	02/12/91	A	O	HE	2.9	0.000	0.000	0.000	0.250
V	48.00	03/13/91	A	O	E	3.6	0.000	0.000	0.000	0.000
V	48.00	04/02/91	A	O	HF	2.9	0.000	0.000	0.000	0.000
V	48.00	05/23/91	A	O	E	2.9	0.000	0.000	0.000	0.000
V	48.00	06/27/91	A	N	H	2.9	0.000	0.000	0.000	0.000
V	48.00	07/09/91	A	P	E	93.0	0.030	0.080	0.130	0.130
V	48.00	07/11/91	A	P	H	3.6	0.000	0.000	0.030	0.080
V	48.00	08/12/91	A	P	H	3.6	0.000	2.390	2.880	2.880
V	48.00	06/09/92	A	W	E	2.9	0.120	0.120	1.470	1.790
V	48.00	06/15/92	A	W	E	3.6	1.670	1.670	1.670	1.670
V	48.00	06/29/92	A	W	E	3.6	0.010	0.010	0.030	0.030
V	48.00	08/25/92	A	O	H	2.9	0.000	0.000	0.000	0.000
V	48.00	06/08/93	A	O	F	2.9	0.000	1.750	1.830	1.830
V	48.00	07/07/93	A	O	F	3.6	0.000	0.000	0.000	0.050
V	48.00	08/02/93	A	O	H	3.6	0.000	0.000	0.020	0.070
V	48.00	09/29/93	A	P	HF	3.6	0.000	1.380	2.260	2.260
V	48.00	10/04/93	A	P	HF	2.9	0.300	0.450	0.450	0.450
V	48.00	11/22/93	A	N	E	2.9	0.000	0.050	1.630	1.630
V	48.00	12/06/93	A	P	F	15.0	0.630	1.350	1.350	1.350
V	48.00	04/27/94	R	N	HE	2.9	0.330	0.550	0.550	0.550
V	48.00	05/27/94	R	N	HF	2.9	0.000	0.000	0.320	0.340
V	48.00	06/15/94	R	O	HF	2.9	0.000	0.070	0.540	0.540
V	48.00	07/14/94	R	W	F	2.9	0.000	0.000	0.000	0.000
V	48.00	08/09/94	R	O	F	21.0	0.000	0.000	0.000	0.360
V	48.00	09/29/94	A	P	LF	43.0	0.080	1.710	1.710	1.880
V	48.00	10/02/94	A	O	E	2.9	0.000	0.000	0.000	0.080
V	48.00	10/03/94	R	O	H	9.1	0.000	0.000	0.000	0.000
V	48.00	04/28/95	R	N	HF	2.9	0.000	0.001	0.001	0.001
V	48.00	04/28/95	R	N	HF	2.9	0.000	0.001	0.001	0.001
V	48.00	05/26/95	R	O	HF	2.9	0.000	0.060	0.060	0.060
V	48.00	05/26/95	R	O	HF	2.9	0.000	0.060	0.060	0.060
V	48.00	06/22/95	R	O	HE	2.9	0.000	0.000	0.000	0.000
V	48.00	06/22/95	R	O	HE	2.9	0.000	0.000	0.000	0.000
V	48.00	07/25/95	R	O	HE	9.1	0.000	0.000	0.000	0.040
V	48.00	07/25/95	R	O	HE	9.1	0.000	0.000	0.000	0.040
V	48.00	08/30/95	R	O	HF	2.9	0.000	0.000	0.000	0.000
V	48.00	08/30/95	R	O	HF	2.9	0.000	0.000	0.000	0.000
V	48.00	09/20/95	R	O	H	2.9	0.000	0.000	1.050	1.050
V	48.00	09/20/95	R	O	H	2.9	0.000	0.000	1.050	1.050
V	48.00	11/15/95	R	F	F	93.0	4.030	4.030	4.490	5.390
V	48.00	11/15/95	R	F	F	93.0	4.030	4.030	4.490	5.390

12/03/96

## RAINFALL/TIDE/FECAL COLIFORM ANALYSIS FOR AREA V

Page 2

TATION	48.00	COUNT	GEO MEAN	%>49	%>300	STD	P90
ALL SAMPLES		42	4.9	7.1	0.0	23.6	18.0
FLOOD TIDES		20	5.7	10.0	0.0	27.5	27.2
HIGH TIDES		25	3.4	0.0	0.0	2.0	5.5
EBB TIDES		14	4.6	7.1	0.0	23.0	15.3
LOW TIDES		1	43.0	0.0	0.0		
RAIN3 >= 0.5		14	6.8	14.3	0.0	31.7	37.7
RAIN3 >= 1.0		12	7.8	16.7	0.0	33.4	46.7

STATION	48.50	COLDATE	CAT	COND	TIDE	COL	RAIN	RAIN-1	RAIN-2	RAIN-3	RAIN-4
V	48.50	05/27/94	R	N	HF	15.0	0.000	0.000	0.320	0.340	0.340
V	48.50	07/14/94	R	O	F	2.9	0.000	0.000	0.000	0.000	0.000
V	48.50	08/09/94	R	O	F	3.6	0.000	0.000	0.000	0.360	0.360
V	48.50	10/03/94	R	O	H	23.0	0.000	0.000	0.000	0.000	0.080
V	48.50	04/28/95	R	N	HF	3.6	0.000	0.001	0.001	0.001	0.001
V	48.50	04/28/95	R	N	HF	3.6	0.000	0.001	0.001	0.001	0.001
V	48.50	05/26/95	R	O	H	2.9	0.000	0.060	0.060	0.060	0.310
V	48.50	05/26/95	R	O	H	2.9	0.000	0.060	0.060	0.060	0.310
V	48.50	06/22/95	R	O	HE	3.6	0.000	0.000	0.000	0.000	0.000
V	48.50	06/22/95	R	O	HE	3.6	0.000	0.000	0.000	0.000	0.000
V	48.50	07/25/95	R	O	HE	23.0	0.000	0.000	0.000	0.040	0.150
V	48.50	07/25/95	R	O	HE	23.0	0.000	0.000	0.000	0.040	0.150
V	48.50	08/30/95	R	O	H	2.9	0.000	0.000	0.000	0.000	0.000
V	48.50	08/30/95	R	O	H	2.9	0.000	0.000	0.000	0.000	0.000
V	48.50	09/20/95	R	O	H	2.9	0.000	0.000	1.050	1.050	1.050
V	48.50	09/20/95	R	O	H	2.9	0.000	0.000	1.050	1.050	1.050

STATION	48.50	COUNT	GEO MEAN	%>49	%>300	STD	P90
ALL SAMPLES		16	5.1	0.0	0.0	7.9	14.8
FLOOD TIDES		5	4.6	0.0	0.0	4.6	
HIGH TIDES		14	5.4	0.0	0.0	8.3	16.7
EBB TIDES		4	9.1	0.0	0.0	9.7	
LOW TIDES		0	0.0	0.0	0.0		
RAIN3 >= 0.5		2	2.9	0.0	0.0		
RAIN3 >= 1.0		2	2.9	0.0	0.0		

STATION	49.00	COLDATE	CAT	COND	TIDE	COL	RAIN	RAIN-1	RAIN-2	RAIN-3	RAIN-4
	49.00	01/04/91	A	R	F	2.9	0.000	0.000	0.000	0.000	0.280
	49.00	02/12/91	A	O	HE	3.6	0.000	0.000	0.000	0.000	0.250
	49.00	03/13/91	A	O	E	3.6	0.000	0.000	0.000	0.000	0.000
	49.00	04/02/91	A	O	H	2.9	0.000	0.000	0.000	0.000	0.000
	49.00	05/23/91	A	O	E	2.9	0.000	0.000	0.000	0.000	0.000
	49.00	06/27/91	A	N	H	2.9	0.000	0.000	0.000	0.000	0.000
	49.00	07/09/91	A	P	E	23.0	0.030	0.080	0.080	0.130	0.130
	49.00	07/11/91	A	P	H	15.0	0.000	0.000	0.030	0.080	0.080
	49.00	06/09/92	A	W	E	3.6	0.120	0.120	1.470	1.790	1.800
	49.00	06/15/92	A	O	E	3.6	1.670	1.670	1.670	1.670	1.670
	49.00	08/25/92	A	O	H	9.1	0.000	0.000	0.000	0.000	0.000
	49.00	06/08/93	A	O	F	43.0	0.000	1.750	1.830	1.830	1.830
	9.00	07/07/93	A	O	HF	7.3	0.000	0.000	0.000	0.050	0.050
	49.00	08/02/93	A	O	H	3.6	0.000	0.000	0.020	0.070	0.110
	49.00	09/29/93	A	P	H	15.0	0.000	1.380	2.260	2.260	2.260
	49.00	10/04/93	A	P	HF	2.9	0.300	0.450	0.450	0.450	0.450

12/03/96

## RAINFALL/TIDE/FECAL COLIFORM ANALYSIS FOR AREA V

Page 3

	STATION	COLDATE	CAT	COND	TIDE	COL	RAIN	RAIN-1	RAIN-2	RAIN-3	RAI
V	49.00	11/22/93	A	W	E	9.1	0.000	0.050	1.630	1.630	2.190
V	49.00	12/06/93	A	P	F	75.0	0.630	1.350	1.350	1.350	1.350
V	49.00	04/27/94	R	N	HE	2.9	0.330	0.550	0.550	0.550	0.550
V	49.00	05/27/94	R	N	HF	43.0	0.000	0.000	0.320	0.340	0.340
V	49.00	06/15/94	R	O	HF	2.9	0.000	0.070	0.540	0.540	0.540
V	49.00	07/14/94	R	O	HF	2.9	0.000	0.000	0.000	0.000	0.000
V	49.00	08/09/94	R	O	F	3.6	0.000	0.000	0.000	0.360	0.360
V	49.00	10/03/94	R	N	H	23.0	0.000	0.000	0.000	0.000	0.080
V	49.00	04/28/95	R	N	HF	2.9	0.000	0.001	0.001	0.001	0.001
V	49.00	04/28/95	R	N	HF	2.9	0.000	0.001	0.001	0.001	0.001
V	49.00	05/26/95	R	O	H	3.6	0.000	0.060	0.060	0.060	0.310
V	49.00	05/26/95	R	O	H	3.6	0.000	0.060	0.060	0.060	0.310
V	49.00	06/22/95	R	O	HE	2.9	0.000	0.000	0.000	0.000	0.000
V	49.00	06/22/95	R	O	HE	2.9	0.000	0.000	0.000	0.000	0.000
V	49.00	07/25/95	R	O	HE	2.9	0.000	0.000	0.000	0.040	0.150
V	49.00	07/25/95	R	O	HE	2.9	0.000	0.000	0.000	0.040	0.150
V	49.00	08/30/95	R	O	H	15.0	0.000	0.000	0.000	0.000	0.000
V	49.00	08/30/95	R	O	H	15.0	0.000	0.000	0.000	0.000	0.000
V	49.00	09/20/95	R	N	H	2.9	0.000	0.000	1.050	1.050	1.050
V	49.00	09/20/95	R	N	H	2.9	0.000	0.000	1.050	1.050	1.050

STATION	49.00	COUNT	GEO MEAN	%>49	%>300	STD	P90
ALL SAMPLES		36	5.7	2.8	0.0	14.9	19.2
FLOOD TIDES		11	7.1	9.1	0.0	23.7	36.5
H I TIDES		26	5.0	0.0	0.0	9.0	14.2
EBB TIDES		12	4.1	0.0	0.0	5.6	9.0
LOW TIDES		0	0.0	0.0	0.0		
RAIN3 >= 0.5		10	7.2	10.0	0.0	22.9	
RAIN3 >= 1.0		8	9.1	12.5	0.0	24.5	

STATION	COLDATE	CAT	COND	TIDE	COL	RAIN	RAIN-1	RAIN-2	RAIN-3	RAIN-4
V	50.00	01/04/91	A	R	F	2.9	0.000	0.000	0.000	0.280
V	50.00	02/12/91	A	O	HE	3.6	0.000	0.000	0.000	0.250
V	50.00	03/13/91	A	O	E	2.9	0.000	0.000	0.000	0.000
V	50.00	04/02/91	A	O	H	2.9	0.000	0.000	0.000	0.000
V	50.00	05/23/91	A	O	E	2.9	0.000	0.000	0.000	0.000
V	50.00	06/27/91	A	N	H	2.9	0.000	0.000	0.000	0.000
V	50.00	07/09/91	A	P	E	150.0	0.030	0.080	0.130	0.130
V	50.00	07/11/91	A	P	H	23.0	0.000	0.000	0.080	0.080
V	50.00	06/09/92	A	N	E	2.9	0.120	0.120	1.470	1.800
V	50.00	06/15/92	A	O	E	9.1	1.670	1.670	1.670	1.670
V	50.00	06/29/92	A	P	HE	9.1	0.010	0.010	0.030	0.610
V	50.00	06/08/93	A	N	F	23.0	0.000	1.750	1.830	1.830
V	50.00	07/07/93	A	O	HF	3.6	0.000	0.000	0.050	0.050
V	50.00	08/02/93	A	N	H	9.1	0.000	0.000	0.020	0.110
V	50.00	09/29/93	A	P	H	2.9	0.000	1.380	2.260	2.260
V	50.00	10/04/93	A	P	HF	3.6	0.300	0.450	0.450	0.450
V	50.00	11/22/93	A	N	HE	3.6	0.000	0.050	1.630	1.630
V	50.00	12/06/93	A	P	F	15.0	0.630	1.350	1.350	1.350
V	50.00	04/27/94	R	N	HE	2.9	0.330	0.550	0.550	0.550
V	50.00	05/27/94	R	N	HF	3.6	0.000	0.000	0.320	0.340
V	50.00	06/15/94	R	N	HF	2.9	0.000	0.070	0.540	0.540
V	50.00	07/14/94	R	N	HF	2.9	0.000	0.000	0.000	0.000



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STATION	COLD	DATE	CAT	COND	TIDE	COL	RAIN	RAIN-1	RAIN-2	RAIN-3	RAIN-4
V	0.00	08/09/94	R	O	F	23.0	0.000	0.000	0.000	0.360	0.000
V	50.00	10/03/94	R	N	H	21.0	0.000	0.000	0.000	0.000	0.000
V	50.00	04/28/95	R	N	HF	2.9	0.000	0.001	0.001	0.001	0.000
V	50.00	04/28/95	R	N	HF	2.9	0.000	0.001	0.001	0.001	0.000
V	50.00	05/26/95	R	N	H	3.6	0.000	0.060	0.060	0.060	0.000
V	50.00	05/26/95	R	N	H	3.6	0.000	0.060	0.060	0.060	0.000
V	50.00	06/22/95	R	N	HE	2.9	0.000	0.000	0.000	0.000	0.000
V	50.00	06/22/95	R	N	HE	2.9	0.000	0.000	0.000	0.000	0.000
V	50.00	07/25/95	R	O	HE	3.6	0.000	0.000	0.000	0.040	0.000
V	50.00	07/25/95	R	O	HE	3.6	0.000	0.000	0.000	0.040	0.000
V	50.00	08/30/95	R	O	H	3.6	0.000	0.000	0.000	0.000	0.000
V	50.00	08/30/95	R	O	H	3.6	0.000	0.000	0.000	0.000	0.000
V	50.00	09/20/95	R	NH	HE	9.1	0.000	0.000	1.050	1.050	1.000
V	50.00	09/20/95	R	NH	HE	9.1	0.000	0.000	1.050	1.050	1.000

STATION	50.00	COUNT	GEO MEAN	%>49	%>300	STD	P90
ALL SAMPLES		36	5.3	2.8	0.0	24.4	16.9
FLOOD TIDES		11	5.2	0.0	0.0	7.9	15.5
HIGH TIDES		27	4.4	0.0	0.0	5.1	9.4
EBB TIDES		15	5.4	6.7	0.0	36.3	20.2
LOW TIDES		0	0.0	0.0	0.0		
RAIN3 >= 0.5		10	6.1	0.0	0.0	6.3	
RAIN3 >= 1.0		8	7.3	0.0	0.0	6.5	

STATION	COLD	DATE	CAT	COND	TIDE	COL	RAIN	RAIN-1	RAIN-2	RAIN-3	RAIN-4
V	50.50	01/04/91	A	R	F	2.9	0.000	0.000	0.000	0.000	0.28
V	50.50	02/12/91	A	O	HE	3.6	0.000	0.000	0.000	0.000	0.25
V	50.50	03/13/91	A	O	E	2.9	0.000	0.000	0.000	0.000	0.00
V	50.50	04/02/91	A	O	H	2.9	0.000	0.000	0.000	0.000	0.00
V	50.50	05/23/91	A	O	E	2.9	0.000	0.000	0.000	0.000	0.00
V	50.50	07/09/91	A	P	HE	23.0	0.030	0.080	0.080	0.130	0.130
V	50.50	07/11/91	A	P	HF	43.0	0.000	0.000	0.030	0.080	0.080
V	50.50	08/12/91	A	P	H	23.0	0.000	2.390	2.880	2.880	2.880
V	50.50	12/09/91	A	R	H	3.6	0.050	0.480	0.510	0.610	0.610
V	50.50	06/29/92	A	P	HE	23.0	0.010	0.010	0.030	0.030	0.610
V	50.50	06/08/93	A	O	F	23.0	0.000	1.750	1.830	1.830	1.830
V	50.50	07/07/93	A	W	HF	2.9	0.000	0.000	0.000	0.050	0.050
V	50.50	08/02/93	A	W	HF	23.0	0.000	0.000	0.020	0.070	0.110
V	50.50	09/29/93	A	P	H	73.0	0.000	1.380	2.260	2.260	2.260
V	50.50	10/04/93	A	P	F	3.6	0.300	0.450	0.450	0.450	0.450
V	50.50	11/22/93	A	W	HE	9.1	0.000	0.050	1.630	1.630	2.190
V	50.50	12/06/93	A	P	HF	20.0	0.630	1.350	1.350	1.350	1.350
V	50.50	04/27/94	R	W	HE	2.9	0.330	0.550	0.550	0.550	0.550
V	50.50	05/27/94	R	N	HF	9.1	0.000	0.000	0.320	0.340	0.340
V	50.50	06/15/94	R	O	HF	3.6	0.000	0.070	0.540	0.540	0.540
V	50.50	07/14/94	R	N	HF	43.0	0.000	0.000	0.000	0.000	0.000
V	50.50	08/09/94	R	O	F	15.0	0.000	0.000	0.000	0.360	0.360
V	50.50	10/03/94	R	W	H	9.1	0.000	0.000	0.000	0.000	0.080
V	50.50	04/28/95	R	N	HE	2.9	0.000	0.001	0.001	0.001	0.001
V	50.50	04/28/95	R	N	HE	2.9	0.000	0.001	0.001	0.001	0.001
V	50.50	05/26/95	R	O	H	2.9	0.000	0.060	0.060	0.060	0.310
V	50.50	05/26/95	R	O	H	2.9	0.000	0.060	0.060	0.060	0.310
V	50.50	06/22/95	R	O	H	2.9	0.000	0.000	0.000	0.000	0.000

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STATION	COLD	DATE	CAT	COND	TIDE	COL	RAIN	RAIN-1	RAIN-2	RAIN-3	RAIN-4
V 50.50	06/22/95	R	O	H		2.9	0.000	0.000	0.000	0.000	0.00
V 50.50	07/25/95	R	O	HF		15.0	0.000	0.000	0.000	0.040	0.15
V 50.50	07/25/95	R	O	HF		15.0	0.000	0.000	0.000	0.040	0.15
V 50.50	08/30/95	R	O	H		43.0	0.000	0.000	0.000	0.000	0.00
V 50.50	08/30/95	R	O	H		43.0	0.000	0.000	0.000	0.000	0.00
V 50.50	09/20/95	R	N	HE		2.9	0.000	0.000	1.050	1.050	1.05
V 50.50	09/20/95	R	N	HE		2.9	0.000	0.000	1.050	1.050	1.05

STATION	50.50	COUNT	GEO	MEAN	%>49	%>300	STD	P90
ALL SAMPLES		35		8.0	2.9	0.0	16.5	32.2
FLOOD TIDES		13		11.6	0.0	0.0	13.2	39.6
HIGH TIDES		29		8.6	3.4	0.0	17.5	35.9
EBB TIDES		11		4.8	0.0	0.0	7.7	13.8
LOW TIDES		0		0.0	0.0	0.0		
RAIN3 >= 0.5		10		8.6	10.0	0.0	20.6	
RAIN3 >= 1.0		7		12.9	14.3	0.0	22.4	

STATION	COLD	DATE	CAT	COND	TIDE	COL	RAIN	RAIN-1	RAIN-2	RAIN-3	RAIN-4
V 52.00	01/04/91	A	R	F		2.9	0.000	0.000	0.000	0.000	0.280
V 52.00	02/12/91	A	N	HE		9.1	0.000	0.000	0.000	0.000	0.000
V 52.00	03/13/91	A	N	E		2.9	0.000	0.000	0.000	0.000	0.000
V 52.00	04/02/91	A	N	H		2.9	0.000	0.000	0.000	0.000	0.000
V 52.00	05/23/91	A	O	HE		2.9	0.000	0.000	0.000	0.000	0.000
V 52.00	07/09/91	A	P	HE		240.0	0.030	0.080	0.080	0.130	0.130
V 52.00	07/11/91	A	P	HF		43.0	0.000	0.000	0.030	0.080	0.080
V 52.00	08/12/91	A	P	HF		9.1	0.000	2.390	2.880	2.880	2.880
V 52.00	06/29/92	A	P	H		9.1	0.010	0.010	0.030	0.030	0.610
V 52.00	06/08/93	A	O	F		23.0	0.000	1.750	1.830	1.830	1.830
V 52.00	07/07/93	A	O	HF		9.3	0.000	0.000	0.000	0.050	0.050
V 52.00	08/02/93	A	O	HF		9.1	0.000	0.000	0.020	0.070	0.110
V 52.00	09/29/93	A	P	H		93.0	0.000	1.380	2.260	2.260	2.260
V 52.00	10/04/93	A	P	F		3.6	0.300	0.450	0.450	0.450	0.450
V 52.00	11/22/93	A	W	HE		93.0	0.000	0.050	1.630	1.630	2.190
V 52.00	12/06/93	A	P	F		7.3	0.630	1.350	1.350	1.350	1.350
V 52.00	04/27/94	R	N	HE		93.0	0.330	0.550	0.550	0.550	0.550
V 52.00	05/27/94	R	N	HF		2.9	0.000	0.000	0.320	0.340	0.340
V 52.00	06/15/94	R	O	F		2.9	0.000	0.070	0.540	0.540	0.540
V 52.00	07/14/94	R	O	F		2.9	0.000	0.000	0.000	0.000	0.000
V 52.00	08/09/94	R	O	HF		23.0	0.000	0.000	0.000	0.360	0.360
V 52.00	10/03/94	R	N	HE		9.1	0.000	0.000	0.000	0.000	0.080
V 52.00	04/28/95	R	N	HF		2.9	0.000	0.001	0.001	0.001	0.001
V 52.00	04/28/95	R	N	HF		2.9	0.000	0.001	0.001	0.001	0.001
V 52.00	05/26/95	R	O	H		3.6	0.000	0.060	0.060	0.060	0.310
V 52.00	05/26/95	R	O	H		3.6	0.000	0.060	0.060	0.060	0.310
V 52.00	06/22/95	R	O	HE		3.6	0.000	0.000	0.000	0.000	0.000
V 52.00	06/22/95	R	O	HE		3.6	0.000	0.000	0.000	0.000	0.000
V 52.00	07/25/95	R	O	HF		3.6	0.000	0.000	0.000	0.040	0.15
V 52.00	07/25/95	R	O	HF		3.6	0.000	0.000	0.000	0.040	0.15
V 52.00	08/30/95	R	O	HF		23.0	0.000	0.000	0.000	0.000	0.000
V 52.00	08/30/95	R	O	HF		23.0	0.000	0.000	0.000	0.000	0.000
V 52.00	09/20/95	R	NW	HE		2.9	0.000	0.000	1.050	1.050	1.050
V 52.00	09/20/95	R	NW	HE		2.9	0.000	0.000	1.050	1.050	1.050

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STATION	52.00	COUNT	GEO MEAN	%>49	%>300	STD	P90
ALL SAMPLES		34	8.1	11.8	0.0	45.6	40.6
FLOOD TIDES		18	7.1	0.0	0.0	11.0	23.3
HIGH TIDES		27	9.4	14.8	0.0	50.2	51.1
EBB TIDES		11	10.4	27.3	0.0	71.1	85.0
LOW TIDES		0	0.0	0.0	0.0		
RAIN3 >= 0.5		9	14.6	33.3	0.0	40.5	
RAIN3 >= 1.0		7	14.1	28.6	0.0	38.4	

STATION	COLD	DATE	CAT	COND	TIDE	COL	RAIN	RAIN-1	RAIN-2	RAIN-3	RAIN-4
V	53.00	01/04/91	A	R	F	2.9	0.000	0.000	0.000	0.000	0.280
V	53.00	02/12/91	A	O	HE	2.9	0.000	0.000	0.000	0.000	0.250
V	53.00	03/13/91	A	O	E	2.9	0.000	0.000	0.000	0.000	0.000
V	53.00	04/02/91	A	O	H	2.9	0.000	0.000	0.000	0.000	0.000
V	53.00	05/23/91	A	O	HE	3.6	0.000	0.000	0.000	0.000	0.000
V	53.00	06/27/91	A	N	HF	3.6	0.000	0.000	0.000	0.000	0.000
V	53.00	07/09/91	A	P	HE	93.0	0.030	0.080	0.080	0.130	0.130
V	53.00	07/11/91	A	P	HF	93.0	0.000	0.000	0.030	0.080	0.080
V	53.00	08/12/91	A	P	HF	23.0	0.000	2.390	2.880	2.880	2.880
V	53.00	06/09/92	A	W	LE	2.9	0.120	0.120	1.470	1.790	1.800
V	53.00	06/15/92	A	W	E	3.6	1.670	1.670	1.670	1.670	1.670
V	53.00	06/29/92	A	P	H	3.6	0.010	0.010	0.030	0.030	0.610
V	53.00	08/25/92	A	O	HE	9.1	0.000	0.000	0.000	0.000	0.000
V	53.00	06/08/93	A	O	F	3.6	0.000	1.750	1.830	1.830	1.830
V	53.00	07/07/93	A	O	HF	9.1	0.000	0.000	0.000	0.050	0.050
V	3.00	08/02/93	A	O	HF	2.9	0.000	0.000	0.020	0.070	0.110
V	53.00	09/29/93	A	P	H	15.0	0.000	1.380	2.260	2.260	2.260
V	53.00	10/04/93	A	P	F	3.6	0.300	0.450	0.450	0.450	0.450
V	53.00	11/22/93	A	N	E	93.0	0.000	0.050	1.630	1.630	2.190
V	53.00	12/06/93	A	P	HF	9.1	0.630	1.350	1.350	1.350	1.350
V	53.00	03/23/94	A	P	F	23.0	2.650	2.780	2.780	2.780	2.780
V	53.00	04/27/94	R	N	HE	3.6	0.330	0.550	0.550	0.550	0.550
V	53.00	05/27/94	R	N	HF	2.9	0.000	0.000	0.320	0.340	0.340
V	53.00	06/15/94	R	O	F	2.9	0.000	0.070	0.540	0.540	0.540
V	53.00	07/14/94	R	O	F	9.1	0.000	0.000	0.000	0.000	0.000
V	53.00	08/09/94	R	O	HF	3.6	0.000	0.000	0.000	0.360	0.360
V	53.00	10/03/94	R	N	HE	3.6	0.000	0.000	0.000	0.000	0.080
V	53.00	04/28/95	R	N	HF	2.9	0.000	0.001	0.001	0.001	0.001
V	53.00	04/28/95	R	N	HF	2.9	0.000	0.001	0.001	0.001	0.001
V	53.00	05/26/95	R	O	H	2.9	0.000	0.060	0.060	0.060	0.310
V	53.00	05/26/95	R	O	H	2.9	0.000	0.060	0.060	0.060	0.310
V	53.00	06/22/95	R	O	E	2.9	0.000	0.000	0.000	0.000	0.000
V	53.00	06/22/95	R	O	E	2.9	0.000	0.000	0.000	0.000	0.000
V	53.00	07/25/95	R	O	HF	9.1	0.000	0.000	0.000	0.040	0.150
V	53.00	07/25/95	R	O	HF	9.1	0.000	0.000	0.000	0.040	0.150
V	53.00	08/30/95	R	O	HF	2.9	0.000	0.000	0.000	0.000	0.000
V	53.00	08/30/95	R	O	HF	2.9	0.000	0.000	0.000	0.000	0.000
V	53.00	09/20/95	R	O	HE	2.9	0.000	0.000	1.050	1.050	1.050
V	53.00	09/20/95	R	O	HE	2.9	0.000	0.000	1.050	1.050	1.050



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STATION	53.00	COUNT	GEO MEAN	%>49	%>300	STD	P90
1, SAMPLES		39	5.5	7.7	0.0	23.8	20.2
FLOOD TIDES		20	5.9	5.0	0.0	19.7	19.7
HIGH TIDES		27	5.6	7.4	0.0	23.3	19.9
EBB TIDES		14	5.5	14.3	0.0	31.3	26.1
LOW TIDES		1	2.9	0.0	0.0		
RAIN3 >= 0.5		12	7.3	8.3	0.0	24.5	30.9
RAIN3 >= 1.0		10	8.6	10.0	0.0	26.2	

STATION	COLD	DATE	CAT	COND	TIDE	COL	RAIN	RAIN-1	RAIN-2	RAIN-3	RAIN-
V	54.00	01/04/91	A	R	HF	2.9	0.000	0.000	0.000	0.000	0.280
V	54.00	02/12/91	A	O	H	3.6	0.000	0.000	0.000	0.000	0.250
V	54.00	03/13/91	A	O	E	2.9	0.000	0.000	0.000	0.000	0.000
V	54.00	04/02/91	A	O	H	2.9	0.000	0.000	0.000	0.000	0.000
V	54.00	05/23/91	A	O	HE	3.6	0.000	0.000	0.000	0.000	0.000
V	54.00	06/27/91	A	N	HF	2.9	0.000	0.000	0.000	0.000	0.000
V	54.00	07/09/91	A	P	HE	460.0	0.030	0.080	0.080	0.000	0.000
V	54.00	07/11/91	A	P	HF	43.0	0.000	0.000	0.030	0.130	0.130
V	54.00	06/29/92	A	P	H	23.0	0.010	0.010	0.030	0.080	0.080
V	54.00	08/25/92	A	O	HE	3.6	0.000	0.000	0.000	0.030	0.610
V	54.00	06/08/93	A	O	F	9.1	0.000	1.750	1.830	0.000	0.000
V	54.00	07/07/93	A	O	F	9.1	0.000	0.000	0.000	1.830	1.830
V	54.00	08/02/93	A	O	HF	43.0	0.000	0.000	0.020	0.050	0.050
V	54.00	09/29/93	A	P	H	23.0	0.000	1.380	2.260	0.070	0.110
V	54.00	10/04/93	A	P	F	3.6	0.300	0.450	0.450	2.260	2.260
V	54.00	11/22/93	A	N	HE	9.1	0.000	0.050	1.630	0.450	0.450
V	54.00	12/06/93	A	P	HF	43.0	0.630	1.350	1.350	1.630	2.190
V	54.00	04/27/94	R	N	HE	3.6	0.330	0.550	0.550	1.350	1.350
V	54.00	05/27/94	R	N	HF	3.6	0.000	0.000	0.320	0.550	0.550
V	54.00	06/15/94	R	O	F	2.9	0.000	0.070	0.540	0.340	0.340
V	54.00	07/14/94	R	O	F	3.6	0.000	0.000	0.540	0.540	0.540
V	54.00	08/09/94	R	O	HF	2.9	0.000	0.000	0.000	0.000	0.000
V	54.00	10/03/94	R	N	HE	43.0	0.000	0.000	0.000	0.360	0.360
V	54.00	04/28/95	R	N	HF	3.6	0.000	0.001	0.001	0.000	0.080
V	54.00	04/28/95	R	N	HF	3.6	0.000	0.001	0.001	0.001	0.001
V	54.00	05/26/95	R	O	H	3.6	0.000	0.060	0.060	0.001	0.001
V	54.00	05/26/95	R	O	H	3.6	0.000	0.060	0.060	0.060	0.310
V	54.00	06/22/95	R	O	E	2.9	0.000	0.000	0.060	0.060	0.310
V	54.00	06/22/95	R	O	E	2.9	0.000	0.000	0.000	0.000	0.000
V	54.00	07/25/95	R	O	HF	2.9	0.000	0.000	0.000	0.000	0.000
V	54.00	07/25/95	R	O	HF	2.9	0.000	0.000	0.000	0.040	0.150
V	54.00	08/30/95	R	O	HF	7.3	0.000	0.000	0.000	0.040	0.150
V	54.00	08/30/95	R	O	HF	7.3	0.000	0.000	0.000	0.000	0.000
V	54.00	09/20/95	R	N	HE	2.9	0.000	0.000	0.000	0.000	0.000
V	54.00	09/20/95	R	N	HE	2.9	0.000	0.000	1.050	1.050	1.050
									1.050	1.050	1.050

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## RAINFALL/TIDE/FECAL COLIFORM ANALYSIS FOR AREA V

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STATION	54.00	COUNT	GEO MEAN	%>49	%>300	STD	P90
ALL SAMPLES		35	6.4	2.9	2.9	76.1	28.8
FLOOD TIDES		18	6.1	0.0	0.0	14.5	21.1
HIGH TIDES		27	7.3	3.7	3.7	85.9	37.7
EBB TIDES		11	6.9	9.1	9.1	130.5	52.0
LOW TIDES		0	0.0	0.0	0.0		
RAIN3 >= 0.5		8	7.2	0.0	0.0	13.3	
RAIN3 >= 1.0		6	9.4	0.0	0.0	14.2	

STATION	COLD	DATE	CAT	COND	TIDE	COL	RAIN	RAIN-1	RAIN-2	RAIN-3	RAIN-4
V	55.00	01/04/91	A	R	HF	3.6	0.000	0.000	0.000	0.000	0.280
V	55.00	02/12/91	A	O	H	3.6	0.000	0.000	0.000	0.000	0.250
V	55.00	03/13/91	A	O	E	3.6	0.000	0.000	0.000	0.000	0.000
V	55.00	04/02/91	A	O	H	2.9	0.000	0.000	0.000	0.000	0.000
V	55.00	05/23/91	A	O	HE	9.1	0.000	0.000	0.000	0.000	0.000
V	55.00	06/27/91	A	N	H	3.6	0.000	0.000	0.000	0.000	0.000
V	55.00	07/09/91	A	P	HE	1100.0	0.030	0.080	0.080	0.130	0.130
V	55.00	07/11/91	A	P	HF	23.0	0.000	0.000	0.030	0.080	0.080
V	55.00	08/12/91	A	P	HF	23.0	0.000	2.390	2.880	2.880	2.880
V	55.00	06/09/92	A	W	E	2.9	0.120	0.120	1.470	1.790	1.800
V	55.00	06/15/92	A	O	E	2.9	1.670	1.670	1.670	1.670	1.670
V	55.00	06/29/92	A	P	H	9.1	0.010	0.010	0.030	0.030	0.610
V	55.00	08/25/92	A	O	HE	43.0	0.000	0.000	0.000	0.000	0.000
V	55.00	06/08/93	A	O	HF	3.6	0.000	1.750	1.830	1.830	1.830
V	55.00	07/07/93	A	O	F	9.1	0.000	0.000	0.000	0.050	0.050
V	55.00	08/02/93	A	O	HF	3.6	0.000	0.000	0.020	0.070	0.110
V	55.00	09/29/93	A	P	H	20.0	0.000	1.380	2.260	2.260	2.260
V	55.00	10/04/93	A	P	F	2.9	0.300	0.450	0.450	0.450	0.450
V	55.00	11/22/93	A	O	HE	2.9	0.000	0.050	1.630	1.630	2.190
V	55.00	12/06/93	A	P	HF	23.0	0.630	1.350	1.350	1.350	1.350
V	55.00	04/27/94	R	N	HE	2.9	0.330	0.550	0.550	0.550	0.550
V	55.00	05/27/94	R	N	HF	43.0	0.000	0.000	0.320	0.340	0.340
V	55.00	06/15/94	R	O	F	2.9	0.000	0.070	0.540	0.540	0.540
V	55.00	07/14/94	R	O	F	2.9	0.000	0.000	0.000	0.000	0.000
V	55.00	08/09/94	R	O	HF	3.6	0.000	0.000	0.000	0.360	0.360
V	55.00	10/03/94	R	N	HE	3.6	0.000	0.000	0.000	0.000	0.080
V	55.00	04/28/95	R	N	HF	2.9	0.000	0.001	0.001	0.001	0.001
V	55.00	04/28/95	R	N	HF	2.9	0.000	0.001	0.001	0.001	0.001
V	55.00	05/26/95	R	O	H	2.9	0.000	0.060	0.060	0.060	0.310
V	55.00	05/26/95	R	O	H	2.9	0.000	0.060	0.060	0.060	0.310
V	55.00	06/22/95	R	O	E	2.9	0.000	0.000	0.000	0.000	0.000
V	55.00	06/22/95	R	O	E	2.9	0.000	0.000	0.000	0.000	0.000
V	55.00	07/25/95	R	O	HF	9.1	0.000	0.000	0.000	0.040	0.150
V	55.00	07/25/95	R	O	HF	9.1	0.000	0.000	0.000	0.040	0.150
V	55.00	08/30/95	R	O	HF	15.0	0.000	0.000	0.000	0.000	0.000
V	55.00	08/30/95	R	O	HF	15.0	0.000	0.000	0.000	0.000	0.000
V	55.00	09/20/95	R	N	HE	3.6	0.000	0.000	1.050	1.050	1.050
V	55.00	09/20/95	R	N	HE	3.6	0.000	0.000	1.050	1.050	1.050

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## RAINFALL/TIDE/FECAL COLIFORM ANALYSIS FOR AREA V

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STATION	55.00	COUNT	GEO MEAN	%>49	%>300	STD	P90
A SAMPLES		38	6.5	2.6	2.6	175.0	30.3
FLOOD TIDES		18	7.2	0.0	0.0	10.7	23.3
HIGH TIDES		29	8.0	3.4	3.4	199.1	41.8
EBB TIDES		13	6.6	7.7	7.7	291.4	56.9
LOW TIDES		0	0.0	0.0	0.0		
RAIN3 >= 0.5		11	5.3	0.0	0.0	8.4	16.7
RAIN3 >= 1.0		9	6.1	0.0	0.0	8.9	

STATION	COLD	DATE	CAT	COND	TIDE	COL	RAIN	RAIN-1	RAIN-2	RAIN-3	RAIN-4
V	57.00	01/04/91	A	R	HF	2.9	0.000	0.000	0.000	0.000	0.280
V	57.00	02/12/91	A	O	H	2.9	0.000	0.000	0.000	0.000	0.250
V	57.00	03/13/91	A	O	E	3.6	0.000	0.000	0.000	0.000	0.000
V	57.00	04/01/91	A	O	E	2.9	0.000	0.000	0.000	0.000	0.710
V	57.00	05/23/91	A	O	E	9.1	0.000	0.000	0.000	0.000	0.000
V	57.00	06/27/91	A	N	HE	3.6	0.000	0.000	0.000	0.000	0.000
V	57.00	07/09/91	A	P	E	43.0	0.030	0.080	0.080	0.130	0.130
V	57.00	07/11/91	A	P	H	9.1	0.000	0.000	0.030	0.080	0.080
V	57.00	08/12/91	A	P	HF	43.0	0.000	2.390	2.880	2.880	2.880
V	57.00	06/15/92	A	O	E	3.6	1.670	1.670	1.670	1.670	1.670
V	57.00	06/29/92	A	P	H	150.0	0.010	0.010	0.030	0.030	0.610
V	57.00	08/25/92	A	O	HE	7.3	0.000	0.000	0.000	0.000	0.000
V	57.00	06/08/93	A	O	HF	2.9	0.000	1.750	1.830	1.830	1.
V	57.00	07/07/93	A	O	F	3.6	0.000	0.000	0.000	0.050	0.
V	57.00	08/02/93	A	O	HF	23.0	0.000	0.000	0.020	0.070	0.110
V	57.00	09/29/93	A	P	HE	93.0	0.000	1.380	2.260	2.260	2.260
V	57.00	10/04/93	A	P	F	7.3	0.300	0.450	0.450	0.450	0.450
V	57.00	12/06/93	A	P	HF	3.6	0.630	1.350	1.350	1.350	1.350
V	57.00	04/27/94	R	N	HE	3.6	0.330	0.550	0.550	0.550	0.550
V	57.00	05/27/94	R	N	H	9.1	0.000	0.000	0.320	0.340	0.340
V	57.00	06/15/94	R	O	F	9.1	0.000	0.070	0.540	0.540	0.540
V	57.00	07/14/94	R	W	F	3.6	0.000	0.000	0.000	0.000	0.000
V	57.00	08/09/94	R	O	H	15.0	0.000	0.000	0.000	0.360	0.360
V	57.00	10/03/94	R	N	HE	23.0	0.000	0.000	0.000	0.000	0.080
V	57.00	04/28/95	R	N	HF	2.9	0.000	0.001	0.001	0.001	0.001
V	57.00	04/28/95	R	N	HF	2.9	0.000	0.001	0.001	0.001	0.001
V	57.00	05/26/95	R	O	HE	240.0	0.000	0.060	0.060	0.060	0.310
V	57.00	05/26/95	R	O	HE	240.0	0.000	0.060	0.060	0.060	0.310
V	57.00	06/22/95	R	O	E	3.6	0.000	0.000	0.000	0.000	0.000
V	57.00	06/22/95	R	O	E	3.6	0.000	0.000	0.000	0.000	0.000
V	57.00	07/25/95	R	O	H	3.6	0.000	0.000	0.000	0.040	0.150
V	57.00	07/25/95	R	O	H	3.6	0.000	0.000	0.000	0.040	0.150
V	57.00	08/30/95	R	O	F	23.0	0.000	0.000	0.000	0.000	0.000
V	57.00	08/30/95	R	O	F	23.0	0.000	0.000	0.000	0.000	0.000
V	57.00	09/20/95	R	NH	HE	2.9	0.000	0.000	1.050	1.050	1.050
V	57.00	09/20/95	R	NH	HE	2.9	0.000	0.000	1.050	1.050	1.050

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## RAINFALL/TIDE/FECAL COLIFORM ANALYSIS FOR AREA V

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STATION	57.00	COUNT	GEO MEAN	%>49	%>300	STD	P90
ALI AMPLES		36	8.9	11.1	0.0	58.6	49.1
FLOOD TIDES		13	7.1	0.0	0.0	12.1	25.0
HIGH TIDES		23	10.2	17.4	0.0	70.8	72.6
EBB TIDES		16	10.4	18.8	0.0	77.9	79.0
LOW TIDES		0	0.0	0.0	0.0		
RAIN3 >= 0.5		9	7.0	11.1	0.0	29.1	
RAIN3 >= 1.0		7	7.4	14.3	0.0	32.2	

STATION	COLD	DATE	CAT	COND	TIDE	COL	RAIN	RAIN-1	RAIN-2	RAIN-3	RAIN-
V	58.00	01/04/91	A	R	HF	93.0	0.000	0.000	0.000	0.000	0.28
V	58.00	02/12/91	A	O	H	3.0	0.000	0.000	0.000	0.000	0.25
V	58.00	03/13/91	A	O	E	3.6	0.000	0.000	0.000	0.000	0.00
V	58.00	04/01/91	A	O	E	3.6	0.000	0.000	0.000	0.000	0.71
V	58.00	05/23/91	A	O	E	2.9	0.000	0.000	0.000	0.000	0.00
V	58.00	06/27/91	A	N	HE	2.9	0.000	0.000	0.000	0.000	0.00
V	58.00	07/09/91	A	H	E	43.0	0.030	0.080	0.080	0.000	0.00
V	58.00	07/11/91	A	P	H	23.0	0.000	0.000	0.030	0.080	0.08
V	58.00	08/12/91	A	P	HF	23.0	0.000	2.390	2.880	2.880	2.88
V	58.00	06/15/92	A	W	HE	2.9	1.670	1.670	1.670	1.670	1.67
V	58.00	06/29/92	A	P	HF	2.9	0.010	0.010	0.030	0.030	0.61
V	58.00	08/25/92	A	W	HE	3.6	0.000	0.000	0.000	0.000	0.00
V	58.00	06/08/93	A	O	HF	2.9	0.000	1.750	1.830	1.830	1.83
V	58.00	07/07/93	A	O	F	3.6	0.000	0.000	0.000	0.050	0.05
V	58.00	08/02/93	A	O	F	3.6	0.000	0.000	0.000	0.020	0.07
V	58.00	09/29/93	A	P	HE	15.0	0.000	1.380	2.260	2.260	2.26
V	58.00	10/04/93	A	P	F	3.6	0.300	0.450	0.450	0.450	0.45
V	58.00	11/22/93	A	W	E	15.0	0.000	0.050	1.630	1.630	2.19
V	58.00	12/06/93	A	P	HF	3.0	0.630	1.350	1.350	1.350	1.35
V	58.00	04/27/94	R	O	H	2.9	0.330	0.550	0.550	0.550	0.55
V	58.00	05/27/94	R	N	H	23.0	0.000	0.000	0.320	0.340	0.34
V	58.00	06/15/94	R	O	F	3.6	0.000	0.070	0.540	0.540	0.54
V	58.00	07/14/94	R	W	F	3.6	0.000	0.000	0.000	0.000	0.00
V	58.00	08/09/94	R	O	H	93.0	0.000	0.000	0.000	0.000	0.00
V	58.00	10/03/94	R	O	HE	23.0	0.000	0.000	0.000	0.360	0.36
V	58.00	04/28/95	R	N	H	2.9	0.000	0.001	0.001	0.001	0.00
V	58.00	04/28/95	R	N	H	2.9	0.000	0.001	0.001	0.001	0.00
V	58.00	05/26/95	R	W	HE	43.0	0.000	0.060	0.060	0.060	0.31
V	58.00	05/26/95	R	W	HE	43.0	0.000	0.060	0.060	0.060	0.31
V	58.00	06/22/95	R	W	E	2.9	0.000	0.000	0.000	0.000	0.00
V	58.00	06/22/95	R	W	E	2.9	0.000	0.000	0.000	0.000	0.00
V	58.00	07/25/95	R	O	H	3.6	0.000	0.000	0.000	0.040	0.15
V	58.00	07/25/95	R	O	H	3.6	0.000	0.000	0.000	0.040	0.15
V	58.00	08/30/95	R	O	F	3.6	0.000	0.000	0.000	0.000	0.00
V	58.00	08/30/95	R	O	F	3.6	0.000	0.000	0.000	0.000	0.00
V	58.00	09/20/95	R	H	E	3.6	0.000	0.000	1.050	1.050	1.05
V	58.00	09/20/95	R	H	E	3.6	0.000	0.000	1.050	1.050	1.05



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## RAINFALL/TIDE/FECAL COLIFORM ANALYSIS FOR AREA V

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STATION	58.00	COUNT	GEO MEAN	%>49	%>300	STD	P90
A SAMPLES		37	6.5	5.4	0.0	22.3	26.9
FLOOD TIDES		12	5.2	8.3	0.0	24.9	19.9
HIGH TIDES		21	8.7	9.5	0.0	26.9	44.7
EBB TIDES		16	7.2	0.0	0.0	15.3	29.1
LOW TIDES		0	0.0	0.0	0.0		
RAIN3 >= 0.5		10	5.3	0.0	0.0	6.9	
RAIN3 >= 1.0		8	6.0	0.0	0.0	7.4	

\*\*\*\*\* END OF REPORT.

384 RECORDS EXTRACTED. \*\*\*\*



**Appendix B:**  
**Rockland Bedrock Well Information**

## Rockland Bedrock Well Information

Name	Location	Depth (ft)	Casing (ft)	Yield (GPM)	Over-burden (ft)	Map	Lot
Lachance	Benner Rd	120	N/A	8	2	85A	3
Lachance	Benner Rd	200	N/A	2	N/A	85A	3
Cannon	103 Beech St	107	21	10	N/A	44C	12
LeBlanc		180	43	1	N/A	69B	9
LaChance	Benner Rd	5	N/A	N/A	N/A	85A	3
LaChance	Benner Rd	24	N/A	N/A	24	85A	3
Inman	Dodge Mtn	250	21	5	12	26A	13
Landmark Const.	Dodge Mtn.	160	20	5			
Landmark Const.	Dodge Mtn.	260	50	5			
Coleman (2)	Bog Rd.	240/220	10/40	10/10			
Donnelly	Bog Rd.	125	40	8		86A	42
Blood	Bog Rd.	125	20	10			
Laukka Const.	Bog Rd.	225	20	5			
Jilson	161 Bog Rd.	265	10	10		89A	14
Ferraiolo Const.	Pleasant St.	325	40	15			
Ferraiolo Const.	Pleasant St.	245	40	10			
Peck	Dodges Mtn.	300	40	20			
Korzenowski	Talbot Ave.	225	20	10		22A	6
Smyth	18 Clayton	385	20	1		86A	40
Denison	56 Bog Rd.	130	20	10		84C	5
Shields	213 Bog Rd.	385	20	2		88A	22
Prescott	20 Bog Rd.	145	20	7		84C	3-1
Frellio	185 West Meadow Rd.	304	20	4		85A	14-2
Cowan	West Meadow Rd.	140	20	10			
ME Coast Const.	Bog Rd.	80	20	10			
Bumble Bee Const.	Bog Rd.	120	20	6			
Connon	3 West Meadow Rd.	85	N/A	10		84C	37-1
Woodside	135 Bog Rd.	120	20	10		90A	1
Connon	9 West Meadow Rd.	100	20	5		84C	37
Robbins	5 Bog Rd.	140	20	5		91A	5-3
Pendleton	Barter Rd.	140	20	5			
Coombs	West Meadow	120	20	10			

	Rd.						
Doherty	Bog Rd.	100	20	5			
Heal	86 West Meadow Rd.	120	N/A	2		79B	1
Coastal Const.	Dodges Mtn.	460	20	2			
Dennison	223 Bog Rd.	185	20	10		88A	2
Robbins	101 Bog Rd.	125	20	10		90A	16
Meklin	Dodges Mtn.	465	20	.5			
Pittman	Mountain Rd.	145	20	10			
Pendleton	Old County Rd.	270	150	6			
Isabel	Old County Rd.	245	50	12	12		
LaChance	70 Mountain Rd.	165	13	N/A		84A	1-1
Boggs	Bog Rd.	185	9	3			
Grace Bible Fellowship	350 Old County Rd.	500	37	N/A		79A	4
Huppe	16 West Meadow Rd.	185	13	N/A			
Overlock	153 Holmes St.	265	40	3		63A	100 1
Estrella	21 Mountain View Dr.	165	48	4		74A	19

**Appendix C:**  
**State Planning Office Scenic Inventory for Rockland**

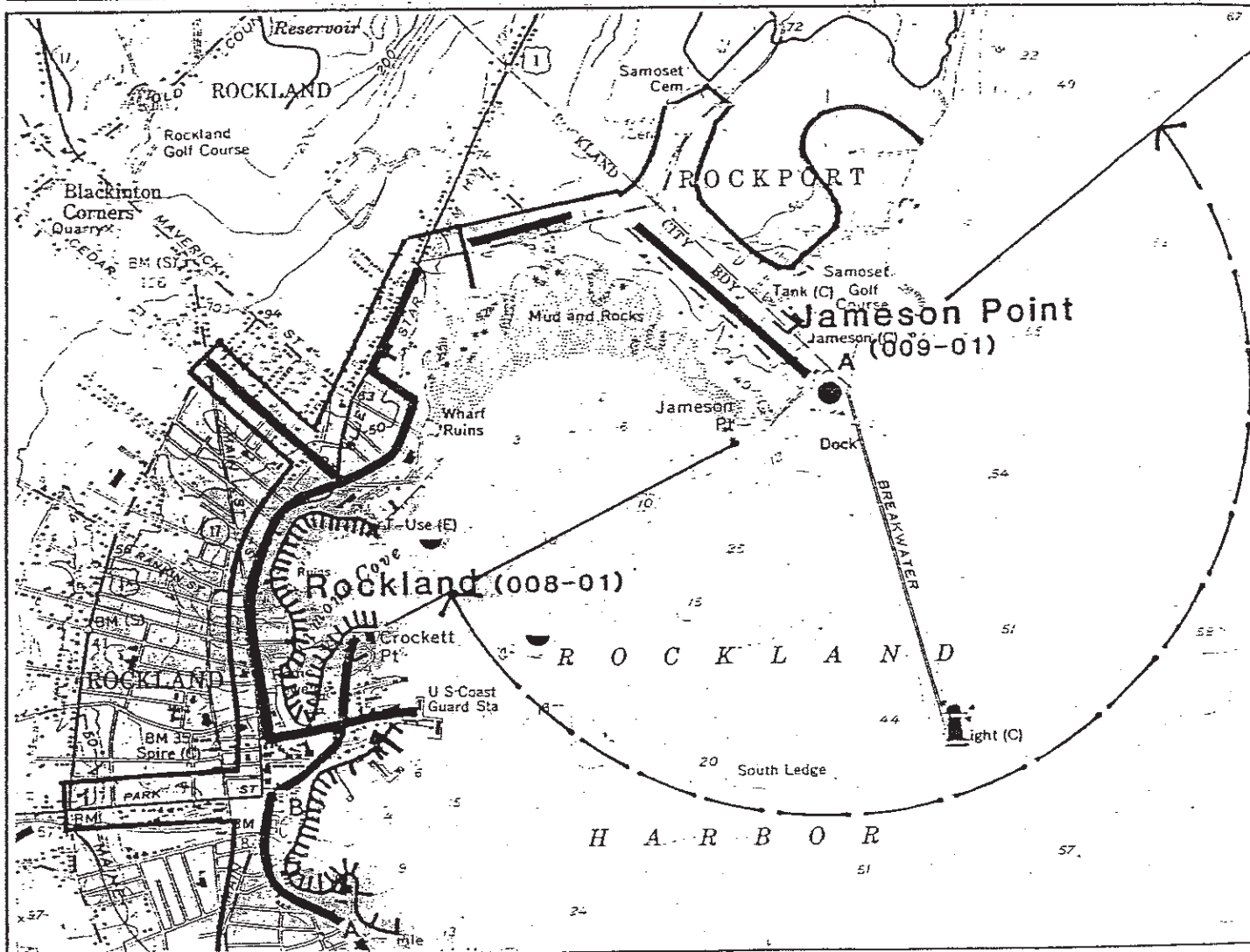
# Scenic Area Evaluation Form

Scenic Area Jameson Point Code 009-01 Town(s) Rockland/Rockport County Knox  
1989 Coastal Scenic Inventory Maine State Planning Office

SI	S	IP	Special Interest/Score/Indicators Present
			1.Landform Topography Slope
			2.Open Land
	6	X	3.Shoreline Configuration
X	9	X	4.Scenic Features (Breakwall/Lighthouse)
X	27		5.Scenic Quality of Water
			Duration of View 9
			Type of Water 12
			Quality of Horizon 6
42	3		Desktop Subtotal
14			6.Landscape Character
			Land Use 7
			Roadside Characteristics 1
			Settlement Characteristics 6
6			7.Vegetation
X	9		8.Composition & Effect
71			Total Score
3			Special Interest

**Viewshed Description** A residential edge to the City of Rockland. A granite breakwater reaches out into Rockland Harbor and terminates at a well-known lighthouse. The local streets provide filtered views between residential structures and vegetation and ends at a parking lot which provides pedestrian access to the breakwater. Foreground elements include golf course, Samoset resort, residences, parking, mature oak, granite and stone beach shore, breakwater, lighthouse, and Rockland Harbor. Midground includes Rockland Harbor and Penobscot Bay, Rockland skyline and harbor, Owl's Head Lighthouse, and mature spruce on the opposite shoreline. Background views are to Penobscot Bay, distant islands on the horizon, and spruce-covered hilltops. General landscape condition is very good.

**Viewshed Management Recommendations** Define breakwater parking and walkway to breakwater.



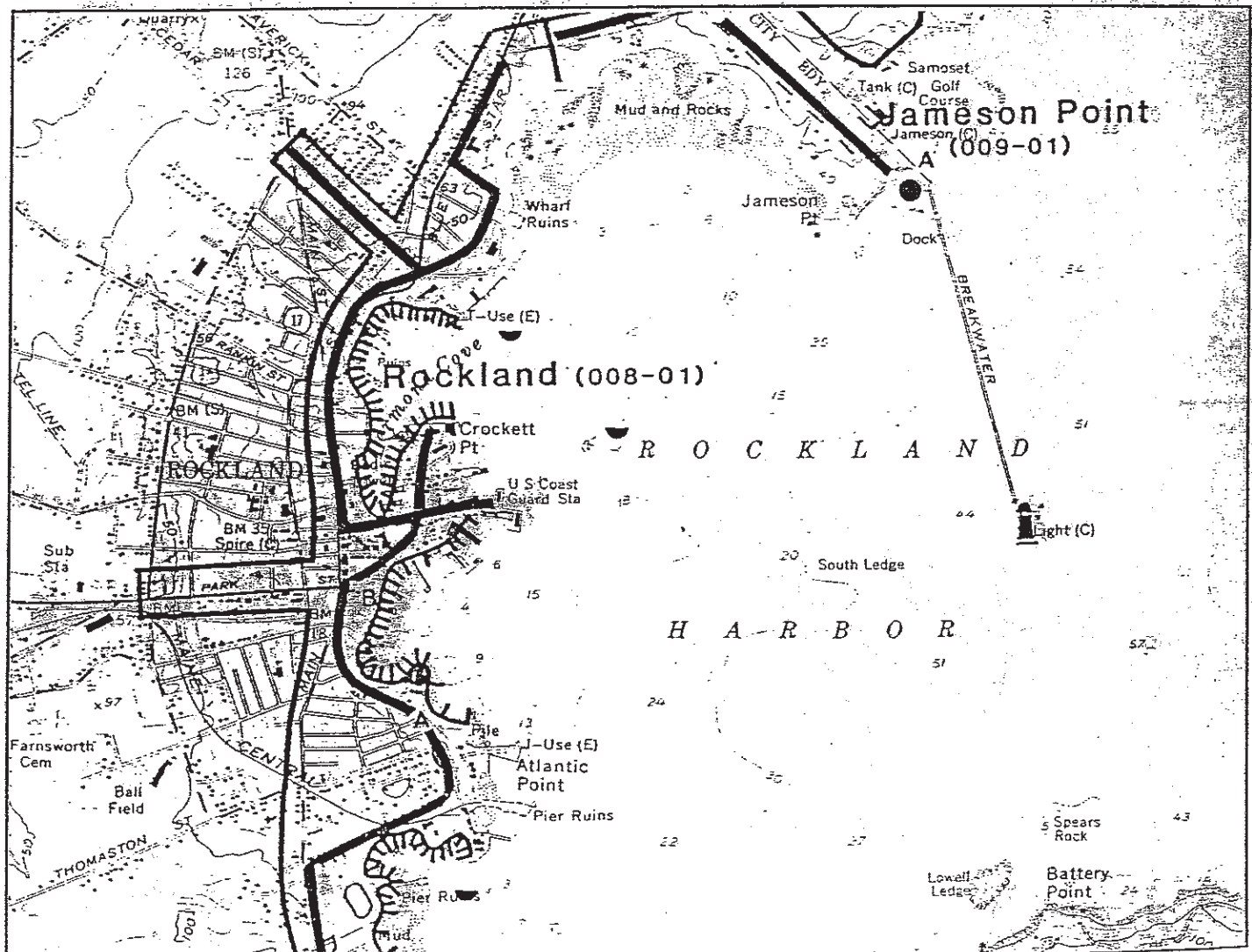
## Scenic Area Evaluation Form

Scenic Area **Rockland** Code **008-01** Town(s) **Rockland County Knox**  
1989 Coastal Scenic Inventory Maine State Planning Office

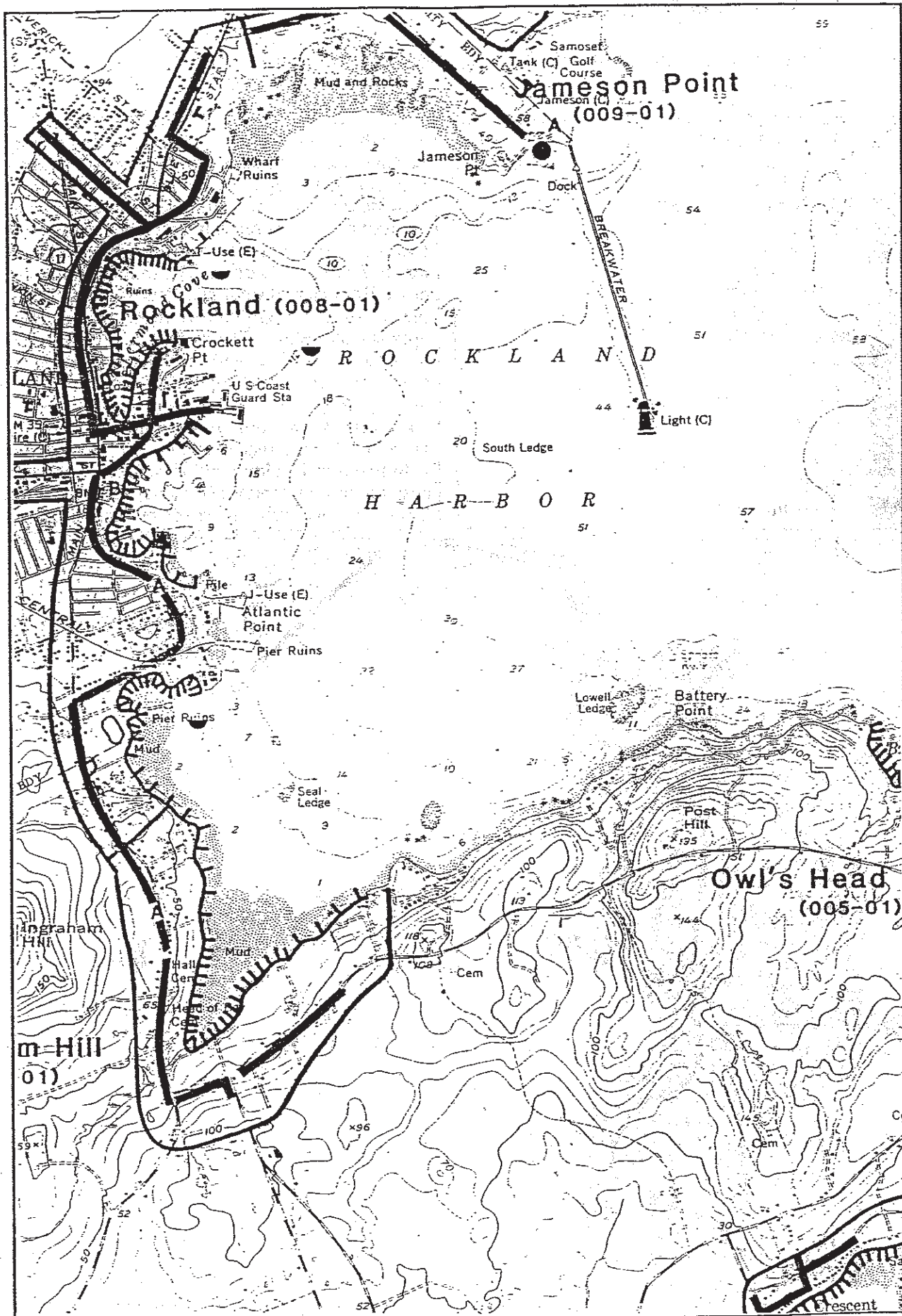
SI	S	IP	Special Interest/Score/Indicators Present
			1.Landform Topography____Slope____
			2.Open Land
	6	X	3.Shoreline Configuration
X	9	X	4.Scenic Features
	27		5.Scenic Quality of Water
			Duration of View 9
			Type of Water 12
			Quality of Horizon 6
	42	3	<b>Desktop Subtotal</b>
	9		6.Landscape Character
			Land Use 5
			Roadside Characteristics 1
			Settlement Characteristics 3
	3		7.Vegetation
	6		8.Composition & Effect
	60		<b>Total Score</b>
1			<b>Special Interest</b>

**Viewshed Description** A hard-working fishing harbor that accommodates a wide range of commercial, residential, and open space uses. Waterfront parks provide direct contact with the various activities in the harbor. The foreground include parks, parking lots, structures, wharfs, mooring areas, and the waters of Rockland Harbor. The more distant views include Rockland Harbor and Penobscot Bay, the breakwater, two lighthouses, mooring area, and the opposite shoreline. The overall landscape condition is fair to good. The waterfront has a cluttered appearance, typical of Maine's larger commercial ports.

**Viewshed Management Recommendations**  
Develop performance standards for the eventual development/redevelopment of waterfront parcels, focussing on maintenance of visual access to waterfront areas and bulk and space requirements.







**Appendix D:**  
**Maine Historic Preservation Commission:**  
**National Register of Historic Places**



# MAINE HISTORIC PRESERVATION COMMISSION

## Inventory Data for Municipal Growth Management Plans

Resource:    ☐ Prehistoric Archaeological Sites: Arthur Spiess  
                 ☐ Historic Archaeological Sites: Robert Bradley  
                 ☒ Historic Buildings/Structures/Objects: Kirk Mohnney

Municipality: Rockland

---

Inventory data as of March, 1997:

Farnsworth Homestead, 21 Elm Street  
Knox County Courthouse, 62 Union Street  
Security Trust Building, Elm and Main Streets  
Rockland Railroad Station, Union Street  
Main Street Historic District (See Map)  
Rankin Block, 600-610 Main Street  
Rockland Public Library, Union Street  
Rockland Breakwater Light Station  
General Davis Tillson House, 157 Talbot Avenue  
Rockland Residential Historic District (See Map)  
Rockland Turntable and Engine House, off Route 1  
Schooner *AMERICAN EAGLE*  
Schooner *ISAAC H. EVANS*  
Schooner *J. & E. RIGGIN*  
Schooner *LEWIS R. FRENCH*  
Knott Crockett House, 750 Main Street  
Schooner *VICTORY CHIMES*

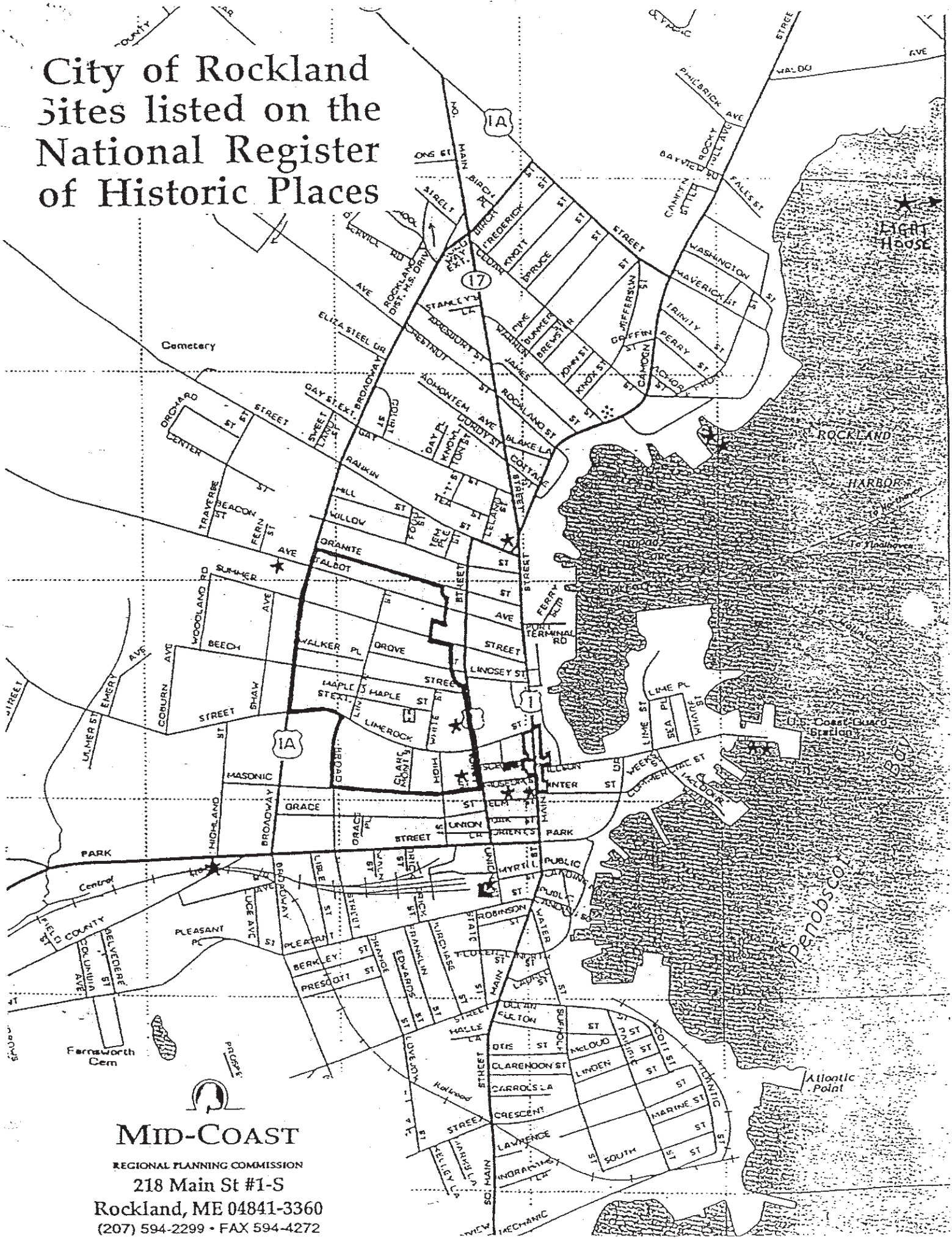
The above-named properties are currently listed in the National Register of Historic Places.

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Needs for further survey, inventory, and analysis:

A comprehensive survey of Rockland's historic above-ground resources needs to be conducted in order to identify other properties which may be eligible for nomination to the National Register of Historic Places.

# City of Rockland Sites listed on the National Register of Historic Places



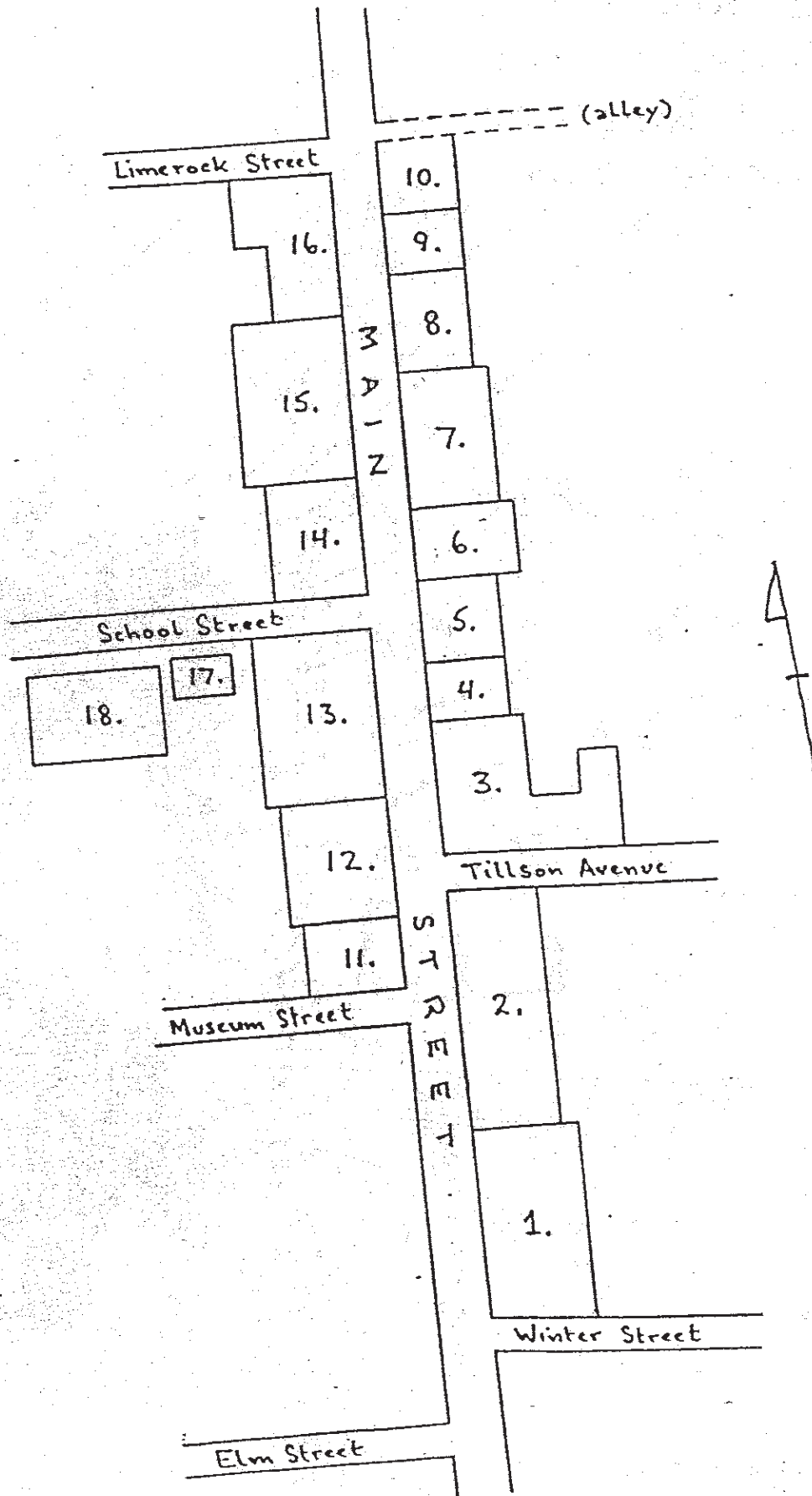
**MID-COAST**

REGIONAL PLANNING COMMISSION

218 Main St #1-S

Rockland, ME 04841-3360

(207) 594-2299 • FAX 594-4272





4. *Environ. Biol. Fish.* 1990, 27: 1-10.



## MAINE HISTORIC PRESERVATION COMMISSION

55 Capitol Street  
65 State House Station  
Augusta, Maine 04333

Earle G. Shettleworth, Jr.  
Director

Telephone:  
207-287-2132

### GUIDELINES FOR GROWTH MANAGEMENT PLANNING HISTORIC AND ARCHAEOLOGICAL SITES

December, 1996

#### Types of Resources

Three types of Historic and Archaeological Resources need consideration during Growth Management Planning:

- historic structures (buildings and other above-ground structures)
- prehistoric archaeological sites (Native American, before European arrival)
- historic archaeological sites (mostly European-American, after written historic records)

The Maine Historic Preservation Commission (MHPC) is the central repository in the state for archaeological and historic buildings survey information. Our survey files include computer files, map sets, paper data forms, fieldnotes, detailed unpublished reports, photographic archives, and published works. Archaeological files are exempt from "right-to-know" legislation, and are accessible only with permission from MHPC staff, to protect sensitive archaeological sites and landowners' privacy. Summaries of sensitive archaeological information are made available on a case-by-case basis.

#### What MHPC Provides

During the Growth Management planning process, the Commission will provide each community with a list of its National Register listed structures, an assessment of other existing survey data for above ground resources (if any); and a list of known historic and prehistoric archaeological sites in the municipality (if any). The Commission will also provide a map of prehistoric archaeologically sensitive areas. These prehistoric archaeologically sensitive areas are either known to contain archaeological sites or are likely to contain archaeological sites based upon a predictive model of site location.

#### Standard of Historic Value

The standard of what makes an historic or archaeological resource worthy of preservation should normally be eligibility for, or listing in, the National Register of Historic Places. Because the National Register program accommodates buildings and sites of national, state and local significance, it can include local values.

#### Goal of Growth Management

The municipality should establish a mechanism for review of all construction or other ground disturbing activity within prehistoric archaeologically sensitive and historic archaeologically sensitive areas. This mechanism might include contacting MHPC for an opinion, and/or review of the construction area by an MHPC-approved archaeologist. The municipality should establish a mechanism for reviewing potential impacts to National Register-listed or eligible structures. The town should assess areas of historic archaeological sensitivity (for example the area of first settlement in the town). A municipality may also need to undertake surveys to identify its Historic and Archaeological Resources if there are not already known.

#### Application to other legislation

Maine's subdivisions statute (30-A MRSA 4401-4407) requires review of impact on "historic sites" (Section 4404(8)), which includes both National Register listed and eligible buildings and archaeological sites. Maine's Shoreland Zoning statute (38 MRSA 435-449) includes, as one of its purposes, "to protect archaeological and historic resources" (Section 435).

# SIGNIFICANCE

PERIOD	AREAS OF SIGNIFICANCE -- CHECK AND JUSTIFY BELOW				
<input type="checkbox"/> PREHISTORIC	<input type="checkbox"/> ARCHEOLOGY-PREHISTORIC	<input type="checkbox"/> COMMUNITY PLANNING	<input type="checkbox"/> LANDSCAPE ARCHITECTURE	<input type="checkbox"/> RELIGION	
<input type="checkbox"/> 1400-1499	<input type="checkbox"/> ARCHEOLOGY-HISTORIC	<input type="checkbox"/> CONSERVATION	<input type="checkbox"/> LAW	<input type="checkbox"/> SCIENCE	
<input type="checkbox"/> 1500-1599	<input type="checkbox"/> AGRICULTURE	<input type="checkbox"/> ECONOMICS	<input type="checkbox"/> LITERATURE	<input type="checkbox"/> SCULPTURE	
<input type="checkbox"/> 1600-1699	<input checked="" type="checkbox"/> ARCHITECTURE	<input type="checkbox"/> EDUCATION	<input type="checkbox"/> MILITARY	<input type="checkbox"/> SOCIAL/HUMANITARIAN	
<input type="checkbox"/> 1700-1799	<input type="checkbox"/> ART	<input type="checkbox"/> ENGINEERING	<input type="checkbox"/> MUSIC	<input type="checkbox"/> THEATER	
<input checked="" type="checkbox"/> 1800-1899	<input checked="" type="checkbox"/> COMMERCE	<input type="checkbox"/> EXPLORATION/SETTLEMENT	<input type="checkbox"/> PHILOSOPHY	<input type="checkbox"/> TRANSPORTATION	
<input type="checkbox"/> 1900-	<input type="checkbox"/> COMMUNICATIONS	<input type="checkbox"/> INDUSTRY	<input type="checkbox"/> POLITICS/GOVERNMENT	<input type="checkbox"/> OTHER (SPECIFY)	
		<input type="checkbox"/> INVENTION			

SPECIFIC DATES

BUILDER/ARCHITECT

## STATEMENT OF SIGNIFICANCE

That section of Main Street in Rockland included in the historic district is of significance from two important aspects: 1. It contains a remarkably well preserved collection of commercial buildings which possess rare uniformity both chronologically and in architecture and scale and, 2. It demonstrates the amazing resilience and vitality of this thriving mid-nineteenth century city in the wake of a major disaster.

Originally a part of Thomaston, where settlement took place along the St. George River by the mid-17th century, the area on the shore of Penobscot Bay now encompassed by the City of Rockland was not occupied until the late 18th century. Lime-burning, an industry later to become a main stay of 19th century Rockland's economy was begun in the region during the 1730's but it was not until 1785 that George Ulmer established the first such enterprise on the bay shore.

As a measure of the growth of early Rockland, the first tavern was established in 1793 and two years later the first post office as well as the first meeting house. After 1815 the development of this section was steady and began to outstrip the earlier centers of settlement. Rockland harbor, although somewhat exposed became the focal point of three major industries, shipbuilding, lime-burning in the great kilns which lined the shore, and salt manufacture (the latter died out by mid-century). In 1848, after much acrimonious debate, the bay shore area separated itself and was incorporated as East Thomaston. Two years later the name was changed to Rockland in recognition of the now preeminent limestone processing industry. By 1850 the population had reached 2,600.

In 1853 a series of fires beset the Rockland business district on Main Street, the east side of which backs up on the waterfront. These occurred on January 1, February 28, March 28 and May 22. The last of these was particularly disastrous beginning at the site of the present Pillsbury Block (13) and destroying all the buildings on the west side of Main Street between Spring (now Museum) Street and Limerock Road and most of those immediately opposite. There was of course speculation that these conflagrations were the work of an "incendiary", but no definite proof was ever produced.

Rebuilding was begun immediately and such was the economic climate in the thriving town that in spite of the capital losses a business boom resulted. It is interesting to note that two of the first three blocks erected, the Kimball Block (7) and the first Berry Block (15) were designed in the Greek Revival style which had dominated the earlier streetscape. All the subsequent buildings, however,

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beginning the following year, bespoke the new movement in architecture and were either Italianate or Mansard in design.

As further evidence of the resiliency of the community, it was incorporated as a city in 1854, the eighth in the state. By 1860 the population had burgeoned to 7,317.



# DESCRIPTION

X —EXCELLENT —GOOD —FAIR	CONDITION —DETERIORATED —RUINS —UNEXPOSED	CHECK ONE —UNALTERED X —ALTERED	CHECK ONE X —ORIGINAL SITE —MOVED      DATE _____
-----------------------------------	--	---------------------------------------	---

DESCRIBE THE PRESENT AND ORIGINAL (IF KNOWN) PHYSICAL APPEARANCE

The Main Street Historic District in Rockland comprises some sixteen architecturally and historically significant buildings. Dating from the mid-19th century, few of the district's buildings have undergone major alteration. The district is located in the center of the coastal city of Rockland and retains the scale and density of a prosperous 19th-century commercial district.

## Buildings contributing to the character of the district:

- | Map # | Street # | Main Street - <del>East</del> Side   |
|-------|----------|--|
| 1     | 335-359  | Burpee and Singhi Block, by 1873<br>Italianate, 3 stories, brick with wood and stone trim  |
| 2     | 371-377  | Ulmer Block, 1858<br>Italianate, 2 stories, frame with clapboarded exterior  |
| 3     | 387      | Thorndike Hotel, 1854-55<br>Italianate, 3 stories, brick with wood and stone trim  |
| 4     | 401      | Phoenix Block, 1856<br>Originally Italianate, 3 stories, brick with wood and stone trim, Mansard 4th story with slate sheathing added after 1873   |
| 5     | 407      | Masonic Block, <del>by 1873</del> remodeled in 1910, Oliver, Littlefield + Rawson of Boston, Architects<br>Italianate, originally 3 stories, brick with stone trim, reduced to 2 stories in 20th century |
| 6     | 419      | Custom House Block, 1853<br>Italianate, 3 stories, brick with cast iron trim   |
| 7     | 423-429  | Kimball Block, 1853<br>Greek Revival, 3 stories, brick with wood and stone trim  |
| 8     | 431-439  | Wise and Kimball Block, by 1873<br>Italianate, 3 stories, brick with wood and stone trim   |
| 9     |          | Berry Block, by 1873<br>Originally Italianate, 2 stories, brick with wood and stone trim, facade remodeled and 3rd story added c. 1900   |
| 10    | 447-449  | Hewett Block, by 1873<br>Italianate, 3 stories, brick with wood and stone and cast iron trim   |
| 11    |          | Security Trust Building, 1912<br>R. Clipston Sturgis of Boston, Architect<br>Colonial Revival, 1 story, brick with wood and stone trim   |

This block contains 11 buildings contributing to the character of the district.



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Map # Street #

- 13 Pillsbury Block, 1859, remodeled c. 1915  
Originally Mansard, 4 stories, brick with stone and metal  
trim, facade remodeled c. 1915 to include replacement of  
Mansard roof with projecting horizontal cornice

- 15 410 Berry Block, 1853-54  
Greek Revival, 3 stories, brick with wood and stone trim

- 16 Berry Block, 1856  
Italianate, 3 stories, brick with wood and stone trim

School Street - South Side

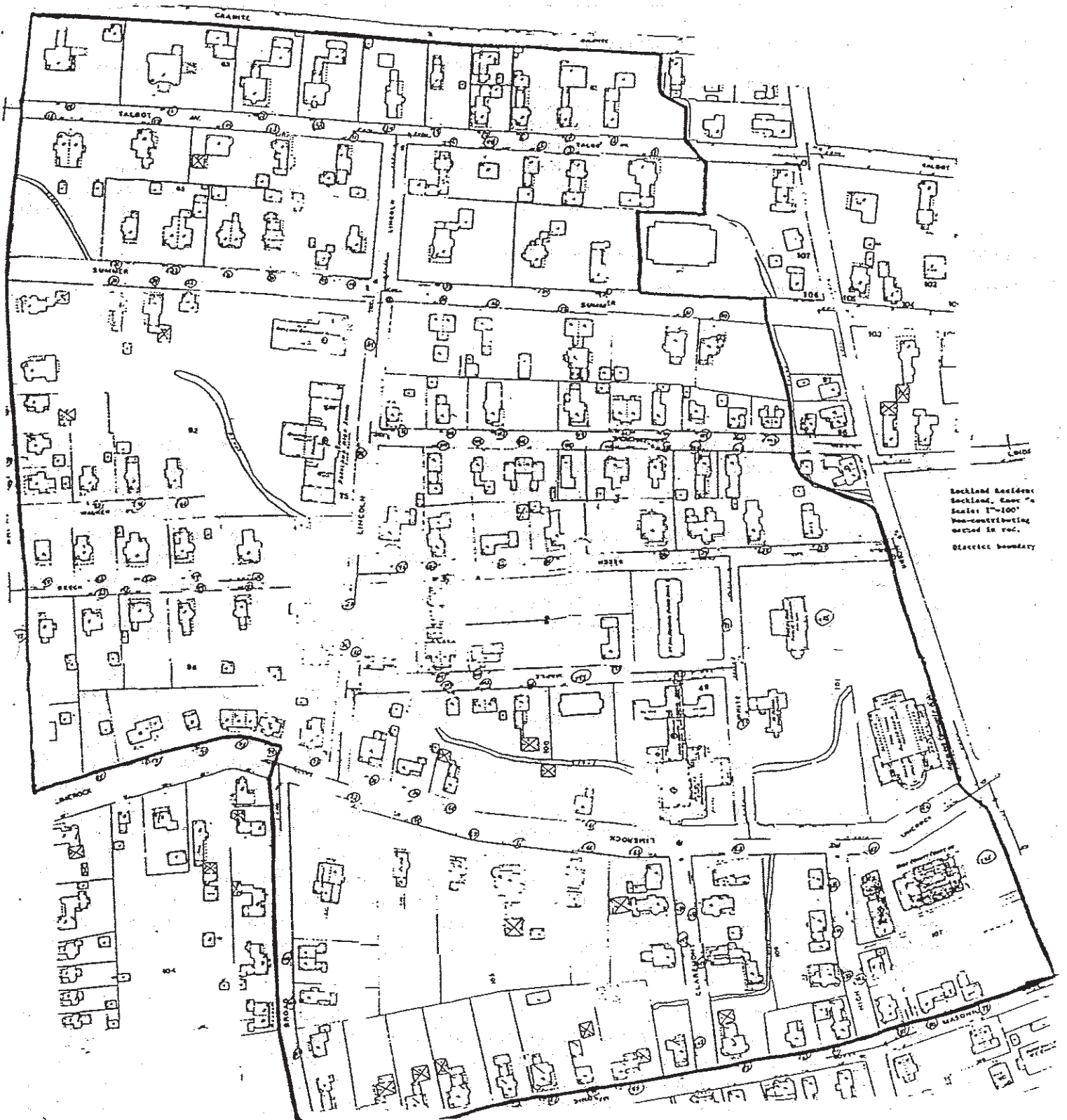
- 17 10 House, by 1859  
Italianate, 2½ stories, frame with clapboarded exterior

- 18 18 Thorndike and Hix Block; 1905-06 *Clough & Wardner, Arch. Bldg.*  
Colonial Revival, 3 stories, brick with wood and stone trim

Nonconforming intrusions detracting from the integrity of the district  
Main Street - West Side

- 12 376 Big L Discount Health and Beauty Aids  
Contemporary, 1 story

- 14 Coffin's *Cash*  
Contemporary, 1 story



Rockland Residential Historic District

## 8. Significance

Period	Areas of Significance—Check and justify below				
prehistoric	archeology-prehistoric	community planning	landscape architecture	religion	
1400-1499	archeology-historic	conservation	law	science	
1500-1599	agriculture	economics	literature	sculpture	
1600-1699	X architecture	education	military	social	
1700-1799	art	engineering	music	humanitarian	
X 1800-1899	commerce	exploration settlement	philosophy	theater	
X 1900-	communications	industry	politics government	transportation	
		invention		other (specify)	

Specific dates      Various      Builder Architect      Various

Statement of Significance (in one paragraph)

The Rockland Residential Historic District embraces a large cluster of the city's most significant nineteenth and early twentieth century buildings including residential, governmental and public structures. Although the principal period of construction lies in the decades between the 1870s and 1920s the district contains significant contributing buildings dating to the 1840s and 1850s through 1936 when the Art Deco style Community Building was erected. The buildings are historically important as a concentration of major public edifices and houses built by Rockland's leading citizens. Architecturally, the area is significant for examples of the work of prominent builders and architects.

The City of Rockland's early 19th century development was based on shipbuilding and the lime industry. Originally part of the Town of Thomaston, Rockland broke away in 1848 and soon outstripped the older community in industrial development. This initial pre-Civil War period of prosperity included the construction of a number of large homes and commercial blocks and culminated in 1860, with the creation of Knox County with Rockland as the county seat. This antebellum growth touched the area within the proposed district only in a limited way. Initial development here consisted chiefly of the laying off of side streets along which a few houses were built. The small-scale Greek Revival dwellings which remain reflect on this period of Rockland's growth. The Civil War brought a depression in the lime export industry with the close of southern markets and a decline in building activity nationally which reduced demand for plaster. Sustained economic prosperity did not get underway until after the depression of 1873-76.

The earliest major building activity in the district occurred in 1873 and 1874 with the erection of two large Mansard style homes for William H. Glover and A. F. Ames, respectively, on Talbot Avenue. They were followed, in 1875, by the erection of the Knox County Courthouse on Main Street (N.R.), and a group of Italianate style homes on Masonic Street. With Talbot Avenue forming the north edge, Union Street on the east and Masonic Street on the south, the construction of these important buildings established the parameters of what became the most desirable neighborhood in the city.

By 1888 Rockland was the largest city in the mid-coast region with over 80 lime kilns shipping 1.5 million casks of lime annually in 20 ships, 40 barks and

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150 schooners. As was typical of a city this size, Rockland also manufactured boots and shoes, carriages, harnesses, and machinery. Leading businessmen frequently chose to build homes in the proposed district. Prominent among them were the Bird family, the Cobb family, A. F. Crockett, the Glover family, Fred Spear, and H. G. Tibbetts. Some of these men, such as Francis Cobb and Fred Spear, operated lime kilns. Others owned interests in kilns, or the schooners which exported the lime, in addition to their principal concerns. As was typical of 19<sup>th</sup> century entrepreneurs, the wealthier citizens of Rockland derived their income, which fueled the city's prosperity, from a variety of sources.

The increase in residential construction coincided with the erection of a variety of public and semi-public buildings in the district. Following the construction of the County Courthouse in 1875 was the Episcopal Church of 1883-84, the McLain Grammar School of 1892, the County Jail of 1892, the public library of 1903, and the County hospital of 1916. The erection of these buildings, followed by the high school and the Nurses Home of 1928, and the Community Building of 1936, kept this neighborhood a desirable area despite the end of shipbuilding and the lime industry in the 1920s. In keeping with national trends, new residential construction consisted generally of smaller homes built in the bungalow and period revival styles. By the middle of this century, there were few vacant lots available and new homes tended to be constructed on larger lots in outlying areas of the city. At the same time, many of the spacious 19<sup>th</sup> century residences underwent conversion into multi-family dwellings.

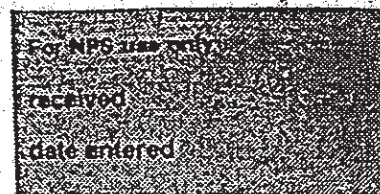
The architectural character of the district is dominated by large homes in the Queen Anne style and public buildings in variations of Neo-Classical modes. For the latter, leading architects from outside Rockland were hired. These included Boston's Bryant and Rogers (the County Courthouse), George Clough (the public library), R. Clipston Sturgis (the County hospital), and William Ralph Emerson (the Episcopal Church). Also important were Lewiston's Elmer I. Thomas (the McLain School), and Augusta's Bunker and Savage (the high school). Prominent Maine architects designed a few of the residences, such as Charles F. Douglas (the William H. Glover House), Kimball and Coombs (the A. F. Ames House) and E. E. Lewis (the Charles Littlefield House). Local architects and builders, however, were primarily responsible for shaping the architectural character of the residential areas.

Among Rockland's 19<sup>th</sup> century architects, builders and carpenters, one firm, W. H. Glover and Company, clearly dominated the building trades. This firm, which figured prominently throughout the state, sold lumber, sash, doors



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locally-known architect-designed residences.

Large Queen Anne style homes in the District, built by the Glover firm, include 12 Lincoln Street, 16 Lincoln Street, 88-90 Talbot Street, 63 Summer Street, 81-83 Summer Street, 5 Beech Street, 100 Limerock Street, 47 Masonic Street, and 249 Broadway. Regardless of design sources, these houses display a splendid variety of ornamental treatment, each with its own character. Also identified are houses constructed from designs sold by prominent mail order firms such as Palliser, Palliser and Company (57 Talbot Avenue), and George F. Barber and Company (69 Beech Street, 55 Summer Street).

By the early 20<sup>th</sup> century, building activity in Rockland declined. For the smaller homes typical of this period, local architect Freeman Stanley apparently supplanted the Glovers. The district includes several examples of this man's work, mostly in the Bungalow style. Stanley's designs are finely detailed and among the best examples of this mode in the state. The Allen House at 107 Limerock Street and the Roakes House at 129 Limerock Street are particularly outstanding.

The research for this nomination was based on primary sources such as 19<sup>th</sup> century newspapers, tax records, maps, and city directories. This material was developed in a local building survey conducted in 1986. Based on this research, District boundaries were established which reflect the historical development of the area and exclude large concentrations of residential buildings which are altered and/or have minimal architectural significance.

## 7. Description

### Condition

☐ excellent  
☐ good  
☐ fair

☐ deteriorated  
☐ ruins  
☐ unexposed

### Check one

☐ unaltered  
☒ altered

### Check one

☒ original site  
☐ moved date \_\_\_\_\_

Describe the present and original (if known) physical appearance

The Rockland Residential Historic District is a neighborhood of residential and public buildings located in the center of the city. The eastern boundary, Union Street, separates this area from the central business district. Several public buildings (the County Courthouse, the County Jail, the County hospital, the library, and the community building, as well as the Episcopal church) front the west side of Union Street and constitute a transitional zone to the residential areas. The southern boundary is the north side of Masonic Street and the western boundary is the east side of Broadway, a major north-south thoroughfare. The rear lots of the north side of Talbot Street roughly completes the area included in this nomination.

There are 142 buildings which contribute to this historic district. All but seven are residential. The following is a list of contributing structures:

NO. 1 ADDRESS: 38 Talbot Avenue  
PROPERTY/DATE: Hemingway-Bartlett Hse., 1885  
ARCH/BLDR: Unknown  
STYLE: Eclectic ROOF: Gable  
STRUCTURE: Wood Fram, 2½ WINDOWS: 2/1 Lights  
EXTERIOR: Aluminum siding  
ORNAMENT: Brackets, octagonal corner tower  
ALTERATIONS: Enclosed 1920s porch on west, sleeping porch, siding

NO. 3 ADDRESS: 44 Talbot Avenue  
PROPERTY/DATE: House, c. 1870  
ARCH/BLDR: Unknown  
STYLE: Greek Rev./Ital. ROOF: Gable  
STRUCTURE: Wood Fram, 2½ WINDOWS: 6/6 Lights  
EXTERIOR: Aluminum siding  
ORNAMENT: Cornice returns, round arched frieze under eaves and over windows and doors  
ALTERATIONS: Ell remodelled this century with sleeping porch, siding

NO. 5 ADDRESS: 48 Talbot Avenue  
PROPERTY/DATE: Thos. Pillsbury Hse., 1855-1873  
ARCH/BLDR: Unknown  
STYLE: Greek Rev./Ital. ROOF: Gable  
STRUCTURE: Wood Fram, 2½ WINDOWS: 6/6 Lights  
EXTERIOR: Aluminum siding  
ORNAMENT: Cornice returns and brackets  
ALTERATIONS: Siding

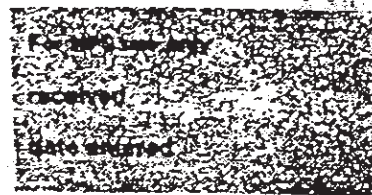
NO. 2 ADDRESS: 41 Talbot Avenue  
PROPERTY/DATE: House, c. 1860-70  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 6/6 Lights  
EXTERIOR: Clapboard  
ORNAMENT: Cornice returns, pilasters with pediment over east entrance.  
ALTERATIONS: N/A

NO. 4 ADDRESS: 45 Talbot Avenue  
PROPERTY/DATE: House, c. 1870  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 6/6 Lights  
EXTERIOR: Aluminum siding  
ORNAMENT: Round arched windows in gable end  
ALTERATIONS: Siding, porch rebuilt without trim, modern garage

NO. 6 ADDRESS: 49 Talbot Avenue  
PROPERTY/DATE: House, c. 1870  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 6/6 Lights  
EXTERIOR: Clapboard  
ORNAMENT: Window and roof cornice with brackets, Queen Anne style veranda with decorative trim  
ALTERATIONS: N/A

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NO. 7 ADDRESS: 53 Talbot Avenue  
PROPERTY/DATE: James Farwell House, c. 1850  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2 Lights  
EXTERIOR: Aluminum siding  
ORNAMENT: Cornice returns, Queen Anne style porch  
w/decorative trim on N. side, added 1889  
ALTERATIONS: Siding

NO. 9 ADDRESS: 57 Talbot Avenue  
PROPERTY/DATE: Snow House, 1886  
ARCHITECT: Palliser, Palliser & Co., New York  
BUILDER: R. C. Guphill  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2 Lights  
EXTERIOR: Vinyl siding  
ORNAMENT: Brackets and vergeboard, ornate  
veranda  
ALTERATIONS: Siding

NO. 11 ADDRESS: 66 Talbot Avenue  
PROPERTY/DATE: House, c. 1870  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Gable  
STRUCTURE: Wood Fram, 2½ WINDOWS: 6/6 Lights  
EXTERIOR: Asbestos shingles  
ORNAMENT: Brackets, round arched attic windows  
ALTERATIONS: Siding, porch enclosed with windows

NO. 13 ADDRESS: 72 Talbot Avenue  
PROPERTY/DATE: W. H. Priest House, 1855-73  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 1/1 Lights  
EXTERIOR:  
ORNAMENT: Brackets under cornice, Colonial  
Revival porch on north side  
ALTERATIONS: Porch and bay window, early 1900

NO. 8 ADDRESS: 56 Talbot Avenue  
PROPERTY/DATE: House, c. 1870  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 6/6 Lights  
EXTERIOR: Clapboard  
ORNAMENT: Brackets under cornice, porch roof and over  
main entrance  
ALTERATIONS: Porch on east side enclosed

NO. 10 ADDRESS: 61 Talbot Avenue  
PROPERTY/DATE: House, c. 1870  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 6/6 Lights  
EXTERIOR: Clapboard  
ORNAMENT: Brackets and cornice returns, round arched  
windows in attic and bay window  
ALTERATIONS: Porch removed on east side

NO. 12 ADDRESS: 67 Talbot Avenue  
PROPERTY/DATE: William H. Glover House, 1873  
ARCH/BLDR: Charles F. Douglas, Lewiston, Architect  
STYLE: Mansard ROOF: Mansard  
STRUCTURE: Wood Frame, 3 WINDOWS: 2/2 Lights  
EXTERIOR: Vinyl siding  
ORNAMENT: Brackets, window caps, dormers, tower,  
portico over entrance  
ALTERATIONS: Siding

NO. 14 ADDRESS: 73 Talbot Avenue  
PROPERTY/DATE: A. F. Ames House, 1874  
ARCH/BLDR: Kimball & Coombs, Lewiston, Architect  
STYLE: Mansard ROOF: Mansard  
STRUCTURE: Wood Frame, 3 WINDOWS: 2/2 Lights  
EXTERIOR: Vinyl siding  
ORNAMENT: Brackets, window caps, dormers, veranda  
with posts.  
ALTERATIONS: Siding, cupola removed

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NO. 15 ADDRESS: 78 Talbot Avenue  
PROPERTY/DATE: Nathaniel Jones House, c. 1860-70  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Hipped  
STRUCTURE: Wood Frame, 2½ WINDOWS: 6/6 Lights  
EXTERIOR: Vinyl siding  
ORNAMENT: Brackets, window caps, segmental arched  
stair window, portico w/paired columns  
ALTERATIONS: Siding

NO. 17 ADDRESS: 84 Talbot Avenue  
PROPERTY/DATE: House, c. 1870-73  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2 Lights  
EXTERIOR: Clapboard  
ORNAMENT: Wide eaves, brackets, bay windows,  
entrance portico  
ALTERATIONS: N/A

NO. 19 ADDRESS: 89 Talbot Avenue  
PROPERTY/DATE: Leighton House, c. 1890/c. 1920  
ARCH/BLDR: Unknown  
STYLE: Tudor ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: Multi pane  
EXTERIOR: Stucco  
ORNAMENT: Half-timbered walls, gable, portico,  
porte cochere  
ALTERATIONS: N/A

NO. 21 ADDRESS: 46 Summer Street  
PROPERTY/DATE: House, c. 1905  
ARCH/BLDR: Unknown  
STYLE: Colonial Revival ROOF: Hipped  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2 Lights  
EXTERIOR: Clapboard  
ORNAMENT: Porch w/roof & deck balustrade, bay  
windows, large single bracket under  
projecting eaves  
ALTERATIONS: N/A

NO. 16 ADDRESS: 81 Talbot Avenue  
PROPERTY/DATE: Charles Berry House, 1899  
ARCH/BLDR: Attributed to Austin Pease, Architect  
STYLE: Colonial Revival ROOF: Hipped  
STRUCTURE: Wood Frame, 2½ WINDOWS: 1/1 Lights  
EXTERIOR: Shingles and clapboards  
ORNAMENT: Large porch and porte cochere, bowed front,  
Palladian stair window, ornamented dormers  
ALTERATIONS: N/A

NO. 18 ADDRESS: 88-90 Talbot Avenue  
PROPERTY/DATE: Gay Double House, 1887  
ARCH/BLDR: William H. Glover & Co., Builders  
STYLE: Queen Anne ROOF: Hipped and gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2 Lights  
EXTERIOR: Clapboard  
ORNAMENT: Brackets, octagonal bays, decorative fans in  
gable ends, bay windows  
ALTERATIONS: Porch on north enclosed

NO. 20 ADDRESS: 38 Summer Street  
PROPERTY/DATE: House, c. 1897  
ARCH/BLDR: Unknown  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 1/1 Lights  
EXTERIOR: Clapboard  
ORNAMENT: Over-hanging gable, ovriel window, octagonal  
corner tower, pedimented portico  
ALTERATIONS: 2 story wing with sleeping porch on  
on east side

NO. 22 ADDRESS: 49 Summer Street  
PROPERTY/DATE: Pillsbury House, c. 1840-50  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 6/6 Lights  
EXTERIOR: Clapboard  
ORNAMENT: Corner pilasters and entablature on main  
section and around main entry  
ALTERATIONS: N/A



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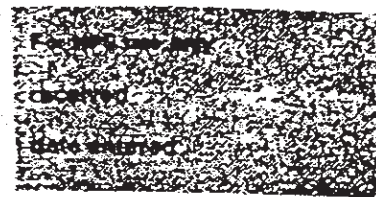
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NO. 23 ADDRESS: 50-52 Summer Street  
PROPERTY/DATE: Park House, c. 1875-80  
ARCH/BLDR: Unknown  
STYLE: Greek Rev./Ital. ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2 Lights  
EXTERIOR: Clapboard  
ORNAMENT: Window & door cornices, round arched  
stairhall & bay windows, dentil under  
cornice  
ALTERATIONS: N/A

NO. 25 ADDRESS: 60 Summer Street  
PROPERTY/DATE: House, between 1855-1865  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 1/1 Lights  
EXTERIOR: Aluminum siding  
ORNAMENT: Cornice returns

ALTERATIONS: Siding, windows replaced

NO. 27 ADDRESS: 63 Summer Street  
PROPERTY/DATE: Fred Berry House, 1887-88  
ARCH/BLDR: W. H. Glover & Co., Builders  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 3½ WINDOWS: 2/2 Lights  
EXTERIOR: Clapboard  
ORNAMENT: Projecting gable ends with oriel  
windows, round corner tower, lunettes,  
bay windows, decorative trim  
ALTERATIONS: Large veranda removed, carriage  
house replaced with small garage

NO. 29 ADDRESS: 73 Summer Street  
PROPERTY/DATE: Hemenway House, 1872  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 2/2 Lights  
EXTERIOR: Vinyl  
ORNAMENT: Cornice returns, sidelights

ALTERATIONS: Vinyl siding, ell re-built

NO. 24 ADDRESS: 55 Summer Street  
PROPERTY/DATE: Amos Williams House  
ARCH/BLDR: George T. Barber, Knoxville, Tennessee  
STYLE: Queen Anne ROOF: Gable and hipped  
STRUCTURE: Wood Frame, 2½ WINDOWS: 1/1 Lights  
EXTERIOR: Clapboard  
ORNAMENT: Oriel window, brackets, vergeboard, Queen  
Anne sash, bay windows, porch posts

ALTERATIONS: Possible reductions and/or enclosures of  
porches

NO. 26 ADDRESS: 62-64 Summer Street  
PROPERTY/DATE: Double House, mid-19th century  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 1/1 Lights  
EXTERIOR: N/A  
ORNAMENT: Cornices over windows and doors, dentils  
under eaves

ALTERATIONS: Windows replaced, siding

NO. 28 ADDRESS: 71 Summer Street  
PROPERTY/DATE: George Smith House, 1893  
ARCH/BLDR: William F. Glover & Co., Builders  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2 Lights  
EXTERIOR: Clapboard, shingle  
ORNAMENT: Porches with turned posts, novelty siding  
and patterned shingles

ALTERATIONS: N/A

NO. 30 ADDRESS: 79 Summer Street  
PROPERTY/DATE: William Fisk House, 1890  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2 Lights  
EXTERIOR: Asbestos shingles  
ORNAMENT: Round arched gable windows, Queen Anne  
style porch

ALTERATIONS: Asbestos shingles

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NO. 31 ADDRESS: 81-83 Summer Street  
PROPERTY/DATE: Harrington House, 1889-90  
ARCH/BLDR: William H. Glover & Co., Builders  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2 Lights  
EXTERIOR: Clapboard  
ORNAMENT: Gable trim, brackets, bay windows,  
porch with spindle work  
ALTERATIONS: N/A

NO. 33 ADDRESS: 87-89 Summer Street  
PROPERTY/DATE: Weeks Double House, 1889-90  
ARCH/BLDR: J. F. Waterhouse of Rockland, Architect  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2 Lights  
EXTERIOR: Clapboard  
ORNAMENT: Porches with turned posts, bay windows,  
decorative trim in gable ends  
ALTERATIONS: N/A

NO. 35 ADDRESS: 92 Summer Street  
PROPERTY/DATE: House, c. 1840-60  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 2/1 Lights  
EXTERIOR: Clapboard  
ORNAMENT: Corner pilasters, entablature  
ALTERATIONS: Portico over main entry, dormers,  
stone foundation c. 1892, when house  
moved

NO. 37 ADDRESS: 5 Beech Street  
PROPERTY/DATE: Edward Butler House, 1888  
ARCH/BLDR: William H. Glover & Co., Builders  
STYLE: Queen Anne ROOF: Hipped  
STRUCTURE: Wood Frame, 2½ WINDOWS: 4/1 Lights  
EXTERIOR: Shingles and clapboards  
ORNAMENT: Shingles second story, octagonal corner  
bay, gable and hipped roof dormers,  
porch over main entrance  
ALTERATIONS: N/A

NO. 32 ADDRESS: 86 Summer Street  
PROPERTY/DATE: Campbell House, c. 18850  
ARCH/BLDR: Unknown  
STYLE: Queen Anne Period ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 2/2 Lights  
EXTERIOR: Clapboard  
ORNAMENT: Brackets, side porch, decorative fan in  
gable end  
ALTERATIONS: N/A

NO. 34 ADDRESS: 88 Summer Street  
PROPERTY/DATE: Arthur Crockett House, c. 1896  
ARCH/BLDR: Unknown  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/1 Lights  
EXTERIOR: N/A  
ORNAMENT: Large veranda with turned posts  
ALTERATIONS: N/A

NO. 36 ADDRESS: 93 Summer Street  
PROPERTY/DATE: William Sawtell House, 1889  
ARCH/BLDR: Unknown  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2 Lights  
EXTERIOR: Vinyl  
ORNAMENT: Porch with turned posts and brackets  
ALTERATIONS: Upper section of tower removed, siding

NO. 38 ADDRESS: 11 Beech Street  
PROPERTY/DATE: True Pierce House, 1885  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS:  
EXTERIOR: Asphalt shingles  
ORNAMENT: Large veranda with brackets, Tuscan  
columns, bay windows  
ALTERATIONS: Siding

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NO. 33 ADDRESS: 15-17 Beech Street

PROPERTY/DATE: House, c. 1870

ARCH/BLDR: Unknown

STYLE: Italianate ROOF: Gable

STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2 Lights

EXTERIOR: Vinyl siding

ORNAMENT: Wide over-hanging eaves supported on brackets, small portico over main entrance, bay window

ALTERATIONS: Siding

NO. 41 ADDRESS: 29 Beech Street

PROPERTY/DATE: Nathan Cobb House, 1855-1873

ARCH/BLDR: Unknown

STYLE: Italianate ROOF: Gable

STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2 Lights

EXTERIOR: Clapboards

ORNAMENT: Brackets, cornice returns, window caps

ALTERATIONS: N/A

NO. 43 ADDRESS: 41 Beech Street

PROPERTY/DATE: Henry Ulmer House, c. 1845-55

ARCH/BLDR: Unknown

STYLE: Greek Revival ROOF: Gable

STRUCTURE: Wood Frame, 2½ WINDOWS:

EXTERIOR: Vinyl

ORNAMENT: Cornice returns, cornice over door

ALTERATIONS: Vinyl siding, garage replaced attached carriage barn

NO. 45 ADDRESS: 45 Beech Street

PROPERTY/DATE: William O. Fuller House, 1905

ARCH/BLDR: Unknown

STYLE: Tudor ROOF: Gable

STRUCTURE: Stone/Wood Fr. 2½ WINDOWS:

EXTERIOR: Clapboards, stone

ORNAMENT: Stylized half-timbered gable ends, stone piers, oriel windows, Palladian stair window

ALTERATIONS: N/A

NO. 40 ADDRESS: 19 Beech Street

PROPERTY/DATE: Maynard Bird House, c. 1910

ARCH/BLDR: Unknown

STYLE: Shingle style ROOF: Gable

STRUCTURE: Wood Frame, 2½ WINDOWS: Multi-pane & plate glass

EXTERIOR: Cedar shingles

ORNAMENT: Shingle siding, round corner tower, art glass, varied fenestration

ALTERATIONS: Porch reduced in size, early 1920s

NO. 42 ADDRESS: 35 Beech Street

PROPERTY/DATE: House, c. 1885

ARCH/BLDR: Unknown

STYLE: Italianate ROOF: Gable

STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2 Lights

EXTERIOR: Vinyl siding

ORNAMENT: Brackets supporting console over door

ALTERATIONS: Siding, window trim removed

NO. 44 ADDRESS: 42 Beech Street

PROPERTY/DATE: Charles Snow House, c. 1850s

ARCH/BLDR: Unknown

STYLE: Greek Revival ROOF: Gable

STRUCTURE: Wood Frame, 2½ WINDOWS: 6/6 Lights

EXTERIOR: Clapboard

ORNAMENT: Cornice returns, pilasters and cornice over doorway

ALTERATIONS: N/A

NO. 46 ADDRESS: 59 Beech Street

PROPERTY/DATE: Fred Spear House, 1896

ARCH/BLDR: Unknown

STYLE: Colonial Revival ROOF: Hipped

STRUCTURE: Wood Frame, 2½ WINDOWS:

EXTERIOR: Clapboard

ORNAMENT: Projecting gable ends, oriel window, bowed facade, porch with pediments, brackets

ALTERATIONS: Porch enclosed

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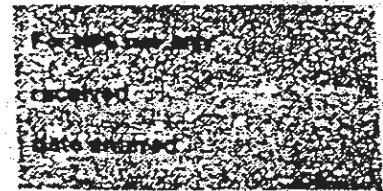
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NO. 47 ADDRESS: 60 Beech Street

PROPERTY/DATE: House, c. 1900

ARCH/BLDR: Unknown

STYLE: Queen Anne period ROOF: Gable

STRUCTURE: Wood Fr. 2½ WINDOWS: 2/1

EXTERIOR: Aluminum siding

ORNAMENT: Porch with turned posts

ALTERATIONS: Siding

NO. 49 ADDRESS: 66 Beech Street

PROPERTY/DATE: House, 1898

ARCH/BLDR: Unknown

STYLE: Queen Anne period ROOF: Hipped and gable

STRUCTURE: Wood Fr. 2½ WINDOWS: 2/2

EXTERIOR: Aluminum siding

ORNAMENT: Porch with turned posts and decorative  
balustrade

ALTERATIONS: Siding

NO. 51 ADDRESS: 70 Beech Street

PROPERTY/DATE: Old Baptist Parsonage, 1898

ARCH/BLDR:

STYLE: Colonial Revival ROOF: Hipped

STRUCTURE: Wood Fr. 2½ WINDOWS: 1/1

EXTERIOR: Clapboards

ORNAMENT: Porch with turned posts and modillions,  
projecting gable end and bay window,  
wide eaves

ALTERATIONS: N/A

NO. 53 ADDRESS: 74 Beech Street

PROPERTY/DATE: P. Willard Pease House, 1909

ARCH/BLDR: Keith &amp; White, Architects, Spokane, WA.

STYLE: Bungalow ROOF: Gable

STRUCTURE: Wood Fr., 1½ WINDOWS:

EXTERIOR: Clapboards

ORNAMENT: Vergeborad, brackets, porch posts

ALTERATIONS: N/A

NO. 48 ADDRESS: 65 Beech Street

PROPERTY/DATE: George Copeland House, 1894

ARCH/BLDR: Unknown

STYLE: Queen Anne ROOF: Gable

STRUCTURE: Wood Frame, 2½ WINDOWS: 2/1

EXTERIOR: Clapboard

ORNAMENT: Decorative porch, hipped roof dormer, Queen  
Anne sash

ALTERATIONS: N/A

NO. 50 ADDRESS: 69 Beech Street

PROPERTY/DATE: Samuel Burpee House, c. 1897

ARCH/BLDR: George F. Barber, Knoxville, Tennessee

STYLE: Queen Anne ROOF: Hipped

STRUCTURE: Wood Frame, 1½ WINDOWS: 2/1

EXTERIOR: Aluminum siding

ORNAMENT: Large veranda, octagonal tower, decorative  
trim in gable ends

ALTERATIONS: Siding

NO. 52 ADDRESS: 73 Beech Street

PROPERTY/DATE: Veazie-Moran House, 1895-1897

ARCH/BLDR: Unknown

STYLE: Queen Anne period ROOF: Gable

STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2

EXTERIOR: Clapboards

ORNAMENT: Large veranda and rear porch with turned  
posts and brackets, pedimented gable ends

ALTERATIONS: N/A

NO. 54 ADDRESS: 77 Beech Street

PROPERTY/DATE: Gardner House, c. 1910-20

ARCH/BLDR: Unknown

STYLE: Bungalow ROOF: Gable

STRUCTURE: Wood Frame, 1½ WINDOWS: Multi-pane

EXTERIOR: Cedar shingles

ORNAMENT: Windows

ALTERATIONS: N/A



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NO. 55 ADDRESS: 9 Lincoln Street  
PROPERTY/DATE: Martin Labe House, c. 1893  
ARCH/BLDR: Unknown  
STYLE: Queen Anne period ROOF: Gable  
STRUCTURE: Wood Fr., 1½ WINDOWS: 2/2  
EXTERIOR: Vinyl  
ORNAMENT: Portico with turned posts and brackets

ALTERATIONS: Siding

NO. 56 ADDRESS: 12 Lincoln Street  
PROPERTY/DATE: Eugene Stubbs House, 1888  
ARCH/BLDR: William H. Glover & Co., Builder  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS:  
EXTERIOR: Aluminum siding  
ORNAMENT: Corner bay, porch with decorative trim in pediment

ALTERATIONS: Siding, porch posts replaced with iron

NO. 57 ADDRESS: 16 Lincoln Street  
PROPERTY/DATE: William Hill House, 18893  
ARCH/BLDR: W. H. Glover & Co., Builders  
STYLE: Queen Anne ROOF: Hipped  
STRUCTURE: Wood Frame 2½ WINDOWS:  
EXTERIOR: Aluminum siding  
ORNAMENT: Octagonal corner tower, balustrade on roof peak, large veranda with turned posted balustrade

ALTERATIONS: Siding

NO. 58 ADDRESS: 38 Lincoln Street  
PROPERTY/DATE: Rockland Jr. High School, 1929  
ARCH/BLDR: Bunker & Savage, Augusta  
STYLE: Neo-classical ROOF: Flat with parapet  
STRUCTURE: Brick, steel WINDOWS: Aluminum combo  
EXTERIOR: Brick and stone trim  
ORNAMENT: Brick parapet, granite portico, decorative modillions

ALTERATIONS: Windows replaced

NO. 59 ADDRESS: 40 Lincoln Street  
PROPERTY/DATE: McLain Grammar School, 1892  
ARCH/BLDR: Elmer I. Thomas, Lewiston  
STYLE: Romanesque ROOF: Hipped  
STRUCTURE: Brick WINDOWS: Alum. combo  
EXTERIOR: Brick  
ORNAMENT: Large Syrian entry arch, small entry arch for rear wing, flat arched lintels  
ALTERATIONS: Windows replaced

NO. 60 ADDRESS: 44 Limerock Street  
PROPERTY/DATE: Community Building, 1936  
ARCH/BLDR: Unknown  
STYLE: Art Deco ROOF: Flat  
STRUCTURE: Brick, steel WINDOWS:  
EXTERIOR: Brick, cast stone  
ORNAMENT: Polygonal center section and porch, cast stone parapet, multi-light sash  
ALTERATIONS: N/A

NO. 61 ADDRESS: 62 Limerock Street  
PROPERTY/DATE: Knox County Jail, 1892  
ARCH/BLDR: Pauley Jail Co., Cleveland, Ohio  
STYLE: Romanesque ROOF: Gable  
STRUCTURE: Brick WINDOWS: 4/4  
EXTERIOR: Brick  
ORNAMENT: Round arched windows, stair tower, brick belt courses, entrance portico, stone capping  
ALTERATIONS: N/A

NO. 62 ADDRESS: 76 Limerock Street  
PROPERTY/DATE: Dr. Soule House, c. 1927  
ARCH/BLDR: Unknown  
STYLE: Colonial Revival ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 6/6  
EXTERIOR: Aluminum siding  
ORNAMENT: N/A

ALTERATIONS: Siding

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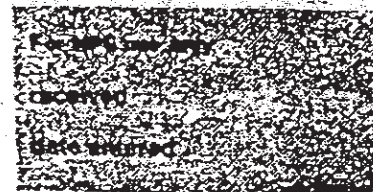
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NO. 63 ADDRESS: 82 Limerock Street  
PROPERTY/DATE: Hyde House, c. 1875  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2  
EXTERIOR: Clapboard  
ORNAMENT: Corner pilasters, dentils, cornice returns  
ALTERATIONS: Enclosed porch on rear

NO. 65 ADDRESS: 88 Limerock Street  
PROPERTY/DATE: Genthner House, c. 1840-55  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 2/2  
EXTERIOR: Clapboard  
ORNAMENT: Pilasters, cornice, sidelights around door, cornice returns  
ALTERATIONS: Enclosed porch and second story on east side

NO. 67 ADDRESS: 100 Limerock Street  
PROPERTY/DATE: Frank Lamb House, 1888  
ARCH/BLDR: W. H. Glover & Co., Builders  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2  
EXTERIOR: Clapboard  
ORNAMENT: Dormer, gable end, porch with decorative woodwork, cornice with brackets, window caps  
ALTERATIONS: N/A

NO. 69 ADDRESS: 104 Limerock Street  
PROPERTY/DATE: G. A. R. Hall, c. 1900  
ARCH/BLDR: Unknown  
STYLE: Queen Anne ROOF: Hipped  
STRUCTURE: Wood Frame, 2 WINDOWS: 2/2  
EXTERIOR: Asbestos shingles  
ORNAMENT: Two bay windows, porch with posts, balustrade, frieze  
ALTERATIONS: Shingles

NO. 64 ADDRESS: 87 Limerock Street  
PROPERTY/DATE: Howard House, c. 1850-55  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/1  
EXTERIOR: Clapboard  
ORNAMENT: N/A

ALTERATIONS: Enclosed porches on front and side, large dormers on front

NO. 66 ADDRESS: 96 Limerock Street  
PROPERTY/DATE: Charles E. Littlefield House, 1890  
ARCH/BLDR: E. E. Lewis, Gardiner, Architect  
STYLE: Queen Anne ROOF: Hipped, gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 2/2  
EXTERIOR: Clapboard  
ORNAMENT: Large veranda with balustrade and spindle-work, round corner tower with conical roof, novelty siding  
ALTERATIONS: Corner tower added early 1900s

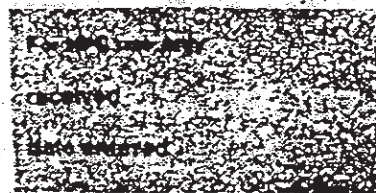
NO. 68 ADDRESS: 101 Limerock Street  
PROPERTY/DATE: House, c. 1840-55  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 2/2  
EXTERIOR: Clapboard  
ORNAMENT: Cornice returns, brackets over door

ALTERATIONS: Porch added on rear wing

NO. 70 ADDRESS: 105 Limerock Street  
PROPERTY/DATE: H. Hatch House, c. 1840-55  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 2/1  
EXTERIOR: Clapboard  
ORNAMENT: N/A  
ALTERATIONS: Large dormers, enclosed porch, enclosed vestibule

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NO. 71 ADDRESS: 107 Limerock Street  
PROPERTY/DATE: Nathan Allen House, 1910-11  
ARCH/BLDR: Freeman Stanley, Rockland, *built*  
STYLE: Arts and Crafts ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: Multi-pane  
EXTERIOR: Clapboard  
ORNAMENT: Over-hanging eaves with exposed rafters,  
porch posts with seralled consoles,  
casement windows  
ALTERATIONS: N/A

NO. 73 ADDRESS: 111 Limerock Street  
PROPERTY/DATE: Burnham House, c. 1850s-11  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2, 1/1  
EXTERIOR: Aluminum siding  
ORNAMENT: Central pavilion, brackets under  
cornices  
ALTERATIONS: Siding, building moved to site in  
1890

NO. 75 ADDRESS: 119-123 Limerock Street  
PROPERTY/DATE: Apartment House, c. 1895-11  
ARCH/BLDR: Unknown  
STYLE: N/A ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/1  
EXTERIOR: Aluminum siding  
ORNAMENT: Bay windows  
ALTERATIONS: Siding, porch added, one story wing  
on west side

NO. 77 ADDRESS: 129 Limerock Street  
PROPERTY/DATE: Arthur Roak House, between 1931-35  
ARCH/BLDR: Freeman Stanley, Rockland, Architect  
STYLE: Arts and Crafts ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 4 Vert. over 1  
EXTERIOR: Clapboard  
ORNAMENT: Wide eaves with exposed rafters, square  
porch, posts and balustrade, decorative  
windows  
ALTERATIONS: N/A

NO. 72 ADDRESS: 110 Limerock Street  
PROPERTY/DATE: Woodbridge-Blockington House, c. 1865  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 6/6  
EXTERIOR: Aluminum siding  
ORNAMENT: Brackets, dentils, quoins, window caps,  
portico  
ALTERATIONS: Siding

NO. 74 ADDRESS: 117 Limerock Street  
PROPERTY/DATE: Frank Whitney House, c. 1895  
ARCH/BLDR: Unknown  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2  
EXTERIOR: Aluminum siding  
ORNAMENT: Bay windows, porch with turned post and  
decorative balustrade  
ALTERATIONS: Siding

NO. 76 ADDRESS: 125 Limerock Street  
PROPERTY/DATE: Guy Douglas House, by 1931  
ARCH/BLDR: Freeman Stanley of Rockland, Architect  
STYLE: Colonial Revival ROOF: Hipped  
STRUCTURE: Wood Frame, 2 WINDOWS: 6/1  
EXTERIOR: Aluminum siding  
ORNAMENT: Wide eaves with modillions, porch with  
Tuscan columns  
ALTERATIONS: Siding

NO. 78 ADDRESS: 131 Limerock Street  
PROPERTY/DATE: Richard Lufkin House, by 1931  
ARCH/BLDR: Freeman Stanley of Rockland, Architect  
STYLE: N/A ROOF: Hipped  
STRUCTURE: Wood Frame, 1 WINDOWS: 6/6  
EXTERIOR: Cedar shingleng  
ORNAMENT: Entrance portico with columns and pediment  
ALTERATIONS: N/A

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NO. 73 ADDRESS: 9 Masonic Street  
PROPERTY/DATE: Francis Case House, c. 1870  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 6/6

EXTERIOR: Aluminum siding  
ORNAMENT: Cornice returns, mouldings around main entrance  
ALTERATIONS: Bay window added to east, one story wing added to north, mid-20th century

NO. 81 ADDRESS: 17 Masonic Street  
PROPERTY/DATE: Edward Ingraham House  
ARCH/BLDR: Unknown  
STYLE: Queen Anne ROOF: Hipped  
STRUCTURE: Wood Frame, 2½ WINDOWS:  
EXTERIOR: Asphalt shingles  
ORNAMENT: Projecting corner bay, vergeboard, porch with turned posts  
ALTERATIONS: Shingles, porch balusters removed

NO. 83 ADDRESS: 25 Masonic Street  
PROPERTY/DATE: House, c. 1840-55  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 2/1  
EXTERIOR: Aluminum sidings  
ORNAMENT: Cornice returns, cornice and sidelights around door  
ALTERATIONS: Siding

NO. 85 ADDRESS: 41 Masonic Street  
PROPERTY/DATE: House, c. 1840-50  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 6/6  
EXTERIOR: Aluminum siding  
ORNAMENT: Cornice returns and door mouldings  
ALTERATIONS: Siding

NO. 80 ADDRESS: 11 Masonic Street  
PROPERTY/DATE: Ingraham House, c. 1865  
ARCH/BLDR: Unknown  
STYLE: Mansard ROOF: Mansard  
STRUCTURE: Wood Frame, 2 WINDOWS: 4/4

EXTERIOR: Aluminum siding  
ORNAMENT: Segmental arched dormers, round arched windows with brackets in bay window  
ALTERATIONS: Porch enclosed, carriage house doors replaced with garage doors

NO. 82 ADDRESS: 21 Masonic Street  
PROPERTY/DATE: Walter Wood House, 1865-1873  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 6/6  
EXTERIOR: Clapboard  
ORNAMENT: Window caps, round-arched frieze, cornice returns, round arched window in gable end  
ALTERATIONS: N/A

NO. 84 ADDRESS: 31 Masonic Street  
PROPERTY/DATE: Brainard House, between 1873-77  
ARCH/BLDR: Attributed to W. H. Glover, Builder  
STYLE: Italianate ROOF: Hipped  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2  
EXTERIOR: Clapboards  
ORNAMENT: Paired brackets, cupola, bay window, porch central pavilion  
ALTERATIONS: N/A

NO. 86 ADDRESS: 45 Masonic Street  
PROPERTY/DATE: Stephen Gould House, c. 1850-55  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 6/6  
EXTERIOR: Clapboards  
ORNAMENT: Cornice returns, window and door caps  
ALTERATIONS: N/A



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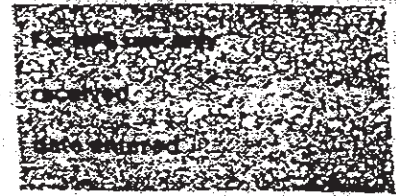
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NO. 87 ADDRESS: 47 Masonic Street  
PROPERTY/DATE: Russell B. Miller House, 1886  
ARCH/BLDR: W. H. Glover & Co., Builders  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS:  
EXTERIOR: Cedar shingles  
ORNAMENT: Corner tower, large veranda with turned  
columns, brackets, bay window  
ALTERATIONS: Shingles over siding

NO. 89 ADDRESS: 55 Masonic Street  
PROPERTY/DATE: Edwin Lawry House, c. 1865-75/1888  
ARCH/BLDR: Unknown  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 1/1  
EXTERIOR: Aluminum siding  
ORNAMENT: Larger corner tower  
ALTERATIONS: Two story addition and tower, 1888,  
siding, portico removed, windows  
replaced

NO. 91 ADDRESS: 63 Masonic Street  
PROPERTY/DATE: George Kaler House, between 1873-77  
ARCH/BLDR: Attributed to W. H. Glover & Co., Bldrs.  
STYLE: Italianate ROOF: Hipped  
STRUCTURE: Wood Frame, 2 WINDOWS: 2/2  
EXTERIOR: Clapboard  
ORNAMENT: Cupola, brackets, window caps, central  
pavilion  
ALTERATIONS: N/A

NO. 93 ADDRESS: 9 White Street  
PROPERTY/DATE: St. Peters' Episcopal Church,  
1883-84/1891  
ARCH/BLDR: William Ralph Emerson, Boston, Architect  
STYLE: Shingle Style ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: Diamond-pane  
EXTERIOR: Shingles  
ORNAMENT: Shingle siding, stylized gables, dormer  
ALTERATIONS: N/A

NO. 89 ADDRESS: 51 Masonic Street  
PROPERTY/DATE: Gilbert Atherton House, c. 1876  
ARCH/BLDR: Unknown  
STYLE: Vernacular ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 6/6  
EXTERIOR: Aluminum siding  
ORNAMENT: N/A  
ALTERATIONS: Siding, picture window

NO. 90 ADDRESS: 59 Masonic Street  
PROPERTY/DATE: Charles Wood House, between 1873-87  
ARCH/BLDR: Attributed to W. H. Glover & Co., Builders  
STYLE: Italianate ROOF: Hipped  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2  
EXTERIOR: Clapboards  
ORNAMENT: Cupola, brackets, window caps, portico,  
bay window, central pavilion  
ALTERATIONS: N/A

NO. 92 ADDRESS: 67 Masonic Street  
PROPERTY/DATE: Edward K. Glover Hse., between 1877-82  
ARCH/BLDR: Attributed to W. H. Glover & Co., Builders  
STYLE: Italianate ROOF: Hipped  
STRUCTURE: Wood Frame, 2 WINDOWS: 2/2  
EXTERIOR: Clapboards  
ORNAMENT: Brackets, cupola, portico, central pavilion,  
dentils, window caps, bay window  
ALTERATIONS: N/A

NO. 94 ADDRESS: (No Number) White Street  
PROPERTY/DATE: Bole Nurses Home, 1928  
ARCH/BLDR: Unknown  
STYLE: Georgian Revival ROOF: Gable  
STRUCTURE: Masonry, 2½ WINDOWS: 8/12  
EXTERIOR: Brick  
ORNAMENT: Pedimented gable ends, quoins, pediment over  
entrance, stone trim, lunettes  
ALTERATIONS: N/A

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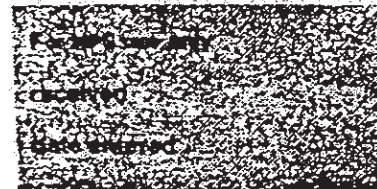
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NO. 95 ADDRESS: 1 Walker Place  
PROPERTY/DATE: George McLaughlin House, c. 1895  
ARCH/BLDR: Unknown  
STYLE: Queen Anne period ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 1/1  
EXTERIOR: Clapboard  
ORNAMENT: Portico over entrance

ALTERATIONS: N/A

NO. 97 ADDRESS: 5 Walker Place  
PROPERTY/DATE: Rev. John Moody House, 1892  
ARCH/BLDR: Unknown  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/1  
EXTERIOR: Aluminum siding  
ORNAMENT: N/A

ALTERATIONS: Siding

NO. 99 ADDRESS: 11 Maple Street  
PROPERTY/DATE: Spear House, c. 1845-55c. 1894  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 6/6  
EXTERIOR: Clapboards  
ORNAMENT: Cornic returns, window caps

ALTERATIONS: N/A

NO. 101 ADDRESS: 18 Maple Street  
PROPERTY/DATE: House, c. 1875  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2  
EXTERIOR: Clapboards  
ORNAMENT: Cornice returns, window and door caps  
ALTERATIONS: N/A

NO. 103 ADDRESS: 24 Maple Street  
PROPERTY/DATE: House, c. 1898  
ARCH/BLDR: Unknown  
STYLE: N/A ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS:  
EXTERIOR: Clapboards  
ORNAMENT: Stained Glass picture window

ALTERATIONS: N/A

NO. 96 ADDRESS: 3 Walker Place  
PROPERTY/DATE: Alden Hayden House, 1894  
ARCH/BLDR: Unknown  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Masonry, 2½ WINDOWS: 1/1  
EXTERIOR: Aluminum siding  
ORNAMENT: Porch with turned posts, balustrade and spindle-work

ALTERATIONS: Siding

NO. 98 ADDRESS: 2-6 Maple Street  
PROPERTY/DATE: Knox Co. Gen. Hosp., 1916 w/additions  
ARCH/BLDR: R. Clipston Sturgis of Boston  
STYLE: Georgian Revival ROOF: Gable, hipped  
STRUCTURE: Masonry, 2½ WINDOWS: Multi-pane  
EXTERIOR: Brick  
ORNAMENT: Pedimented gable ends with round arched windows

ALTERATIONS: Wings added: 1922, 1928, 1959, 1969

NO. 100 ADDRESS: 17 Maple Street  
PROPERTY/DATE: House, c. 1840  
ARCH/BLDR: Unknown  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/1  
EXTERIOR: Clapboards  
ORNAMENT: Two porches with turned posts, balustrade, spindle-work

ALTERATIONS: N/A

NO. 102 ADDRESS: 20-22 Maple Street  
PROPERTY/DATE: Dr. Fuller Cook House, between 1855-73  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 6/6  
EXTERIOR: Clapboards  
ORNAMENT: Entrance vestibule, cornice returns  
ALTERATIONS: N/A

NO. 104 ADDRESS: 23-25 Maple Street  
PROPERTY/DATE: Bird Tenement, c. 1900  
ARCH/BLDR: Unknown  
STYLE: Tudor ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 1/1  
EXTERIOR: Shingles, clapboards  
ORNAMENT: Second story over-hang with joist ends, oriel windows, battens in gable ends, porch with posts and balustrade

ALTERATIONS: N/A

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NO. 105 ADDRESS: 7-9 Grove Street  
PROPERTY/DATE: House, between 1855-1875  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 6/6  
EXTERIOR: Clapboards  
ORNAMENT: Corner pilasters, entablature and  
pilasters around door  
ALTERATIONS: Late 19th century wings removed

NO. 107 ADDRESS: 12 Grove Street  
PROPERTY/DATE: House, c. 1845-55  
ARCH/BLDR: Unknown  
STYLE: Gothic Revival ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 6/6  
EXTERIOR: Clapboards  
ORNAMENT: Vergeboard  
ALTERATIONS: Dormer additions on wing

NO. 109 ADDRESS: 15 Grove Street  
PROPERTY/DATE: House, c. 1820  
ARCH/BLDR: Att. to Freeman Stanley, Rockland, Arch.  
STYLE: Bungalow ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: Ribbon windows  
EXTERIOR: Aluminum siding  
ORNAMENT: Porch with large posts and balustrade,  
wide eaves and vergeboard  
ALTERATIONS: Siding

NO. 111 ADDRESS: 18 Grove Street  
PROPERTY/DATE: Samuel Magridge House, c. 1875  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/1  
EXTERIOR: Clapboard  
ORNAMENT: Cornice returns, brackets  
ALTERATIONS: Siding

NO. 113 ADDRESS: 22 Grove Street  
PROPERTY/DATE: A. J. Pierce House, c. 1850-55  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/1  
EXTERIOR: Asbestos shingles  
ORNAMENT: Brackets, round arched bay windows

ALTERATIONS: Siding, porch removed

NO. 106 ADDRESS: 11 Grove Street  
PROPERTY/DATE: House, mid-19th century  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 1/1  
EXTERIOR: Clapboards  
ORNAMENT: Cornice returns  
ALTERATIONS: Enclosed porch and large dormer, east side

NO. 108 ADDRESS: 14 Grove Street  
PROPERTY/DATE: House, c. 1850-55  
ARCH/BLDR: Unknown  
STYLE: N/A ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 1/1  
EXTERIOR: Clapboards  
ORNAMENT: N/A  
ALTERATIONS: Porch posts and railing removed

NO. 111 ADDRESS: 17 Grove Street  
PROPERTY/DATE: Peck House, c. 1845-1855  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2  
EXTERIOR: Clapboards  
ORNAMENT: Pedimented gable end, bay window  
ALTERATIONS: N/A

NO. 112 ADDRESS: 19-21 Grove Street  
PROPERTY/DATE: J. D. May Tenement, 1893  
ARCH/BLDR: Austin Pease, Portland, Architect  
STYLE: Colonial Revival ROOF: Hipped, gambrel  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/1  
EXTERIOR: Clapboards  
ORNAMENT: Bay windows, gambrel roof pavilion, novelty  
siding  
ALTERATIONS: Porch posts and railing removed

NO. 114 ADDRESS: 25 Grove Street  
PROPERTY/DATE: John D. May House, 1809  
ARCH/BLDR: J. F. Waterhouse of Rockland, Architect  
STYLE: Queen Anne ROOF: Hipped  
STRUCTURE: Wood Frame, 2½ WINDOWS: Unknown  
EXTERIOR: Clapboards  
ORNAMENT: Large veranda with turned posts and  
balustrade, pedimented gable ends with  
Queen Anne sash  
ALTERATIONS: N/A

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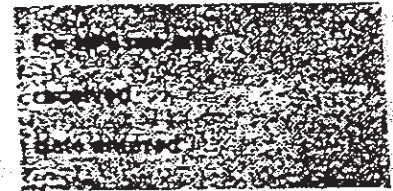
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NO. 115 ADDRESS: 26 Grove Street  
PROPERTY/DATE: House, c. 1845-55  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 6/6  
EXTERIOR: Vinyl siding  
ORNAMENT: Cornice and sidelights around door  
ALTERATIONS: Siding

NO. 117 ADDRESS: 33 Grove Street  
PROPERTY/DATE: Albert McLean House, c. 1898  
ARCH/BLDR: Unknown  
STYLE: Queen Anne ROOF: Hipped, gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2  
EXTERIOR: Asbestos shingle  
ORNAMENT: Large veranda with turned posts,  
balustrade and spindle-work, pedimented  
gable ends  
ALTERATIONS: Siding

NO. 119 ADDRESS: 39 Grove Street  
PROPERTY/DATE: Keene House, c. 1850-55  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 6/6  
EXTERIOR: Aluminum siding  
ORNAMENT: Window caps, entablatures over doorway  
ALTERATIONS: Siding

NO. 121 ADDRESS: 45 Grove Street  
PROPERTY/DATE: House, c. 1860-70  
ARCH/BLDR: Unknown  
STYLE: N/A ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 6/6  
EXTERIOR: Aluminum siding  
ORNAMENT: Window and door caps  
ALTERATIONS: Siding

NO. 123 ADDRESS: 75 Broad Street  
PROPERTY/DATE: House, c. 1875  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2  
EXTERIOR: Clapboards  
ORNAMENT: Brackets under cornice, window and door  
caps  
ALTERATIONS: N/A

NO. 116 ADDRESS: 30-32 Grove Street  
PROPERTY/DATE: House, between 1855-1873  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2  
EXTERIOR: Clapboards  
ORNAMENT: Dentils under cornice  
ALTERATIONS: Porch enclosed

NO. 118 ADDRESS: 36 Grove Street  
PROPERTY/DATE: House, c. 1860-70  
ARCH/BLDR: Unknown  
STYLE: N/A ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2  
EXTERIOR: Clapboards  
ORNAMENT: Cornice over door  
ALTERATIONS: N/A

NO. 120 ADDRESS: 40 Grove Street  
PROPERTY/DATE: House, c. 1850-55  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 6/6  
EXTERIOR: Aluminum siding  
ORNAMENT: N/A  
ALTERATIONS: Siding

NO. 122 ADDRESS: 69 Broad Street  
PROPERTY/DATE: William A. Glover House, c. 1920  
ARCH/BLDR: W. H. Glover & Co., Builders  
STYLE: Colonial Revival ROOF: Hipped, gambrel  
STRUCTURE: Wood Frame, 2 WINDOWS: 6/1, paired  
EXTERIOR: Clapboard  
ORNAMENT: Porch with Tuscan columns, gambrel roof  
central pavilion, wide eaves  
ALTERATIONS: N/A

NO. 124 ADDRESS: 77-79 Broad Street  
PROPERTY/DATE: Double House, c. 1875  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 6/6  
EXTERIOR: Vinyl siding  
ORNAMENT: Dentils, round arched attic windows  
ALTERATIONS: Siding



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NO. 125 ADDRESS: Union Street  
PROPERTY/DATE: Rockland Public Library, 1903 (NR)  
ARCH/BLDR: George Clough of Boston  
STYLE: Renaissance ROOF: Gable  
STRUCTURE: Masonry, 1½ WINDOWS: Multi-pane  
EXTERIOR: Stone  
ORNAMENT: Pedimented central pavilion with columns  
in antis and large lunette; polygonal  
reading room with pilasters  
ALTERATIONS: N/A

NO. 127 ADDRESS: 2 Claremont Street  
PROPERTY/DATE: E. F. Glover House, 1917-1921  
ARCH/BLDR: E. F. Glover, architect  
STYLE: Colonial Revival ROOF: Gambrel  
STRUCTURE: Wood Frame, 2 WINDOWS: 6/6  
EXTERIOR: Cedar shingles  
ORNAMENT: Enclosed porches with balustrades at  
each gable end, classical portico over  
entry, door with sidelights and lunette  
ALTERATIONS: N/A

NO. 129 ADDRESS: 10 Claremont Street  
PROPERTY/DATE: Horatio Keene House, bet. 1873-77  
ARCH/BLDR: Unknown  
STYLE: Mansard ROOF: Mansard  
STRUCTURE: Wood Frame, 3 WINDOWS: 2/2  
EXTERIOR: Clapboard  
ORNAMENT: Dormers with gable roofs, double porches,  
cornices, and window caps with brackets  
ALTERATIONS: N/A

NO. 131 ADDRESS: 13 Claremont Street  
PROPERTY/DATE: House, c. 1875-80  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2  
EXTERIOR: Clapboard  
ORNAMENT: Brackets, bay windows portico over  
entry window caps, porte cochere,  
Palladian window  
ALTERATIONS: Colonial Revival style ornament  
added

NO. 126 ADDRESS: 62 Union Street  
PROPERTY/DATE: Knox County Courthouse, 1874 (NR)  
ARCH/BLDR: Bryant & Rogers of Boston  
STYLE: Italianate ROOF: Hipped  
STRUCTURE: Masonry, 3 WINDOWS: 4/4  
EXTERIOR: Brick with stone trim  
ORNAMENT: Cornice with brackets; round and segmental  
arched windows; central pavilion with  
columned portico; high basement  
ALTERATIONS: Large two story brick and stone wing, on  
south, 1970s

NO. 128 ADDRESS: 9 Claremont Street  
PROPERTY/DATE: House, c. 1875-80  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 6/6  
EXTERIOR: Clapboards  
ORNAMENT: Front and side porches with turned  
columns, balustrade, window caps, bay  
window  
ALTERATIONS: Large two story wing on rear (west),  
mid-20th century

NO. 130 ADDRESS: 16 Claremont Street  
PROPERTY/DATE: House, c. 1875-80  
ARCH/BLDR: Unknown  
STYLE: Italianate ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2  
EXTERIOR: Clapboard  
ORNAMENT: Multiple bay windows, cornice with  
dentils, portico and brackets over main  
entry, round arched attic window  
ALTERATIONS: N/A

NO. 132 ADDRESS: 29 High Street  
PROPERTY/DATE: House, c. 1920-30  
ARCH/BLDR: Unknown  
STYLE: Colonial Revival ROOF: Modified Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 6/6  
EXTERIOR: Clapboard  
ORNAMENT:

ALTERATIONS: Roof raised in rear

United States Department of the Interior  
National Park ServiceNational Register of Historic Places  
Inventory—Nomination FormROCKLAND RESIDENTIAL HISTORIC DISTRICT  
Continuation sheet

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NO. 133 ADDRESS: 30 High Street  
PROPERTY/DATE: Henry Tibbetts House, c. 1890  
ARCH/BLDR: Unknown  
STYLE: Queen Anne ROOF: Hipped  
STRUCTURE: Wood Frame, 2½ WINDOWS:  
EXTERIOR: Asbestos shingles  
ORNAMENT: Octagonal corner tower, oriel window,  
modillions under cornice  
ALTERATIONS: Porch removed, siding

NO. 135 ADDRESS: 38 High Street  
PROPERTY/DATE: Levi Ulmer House, c. 1830-35  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 1½ WINDOWS: 6/6  
EXTERIOR: Clapboard  
ORNAMENT: Entry with pilasters and sidelights

ALTERATIONS: N/A

NO. 137 ADDRESS: 223 Broadway  
PROPERTY/DATE: Lincoln McRae House, c. 1927-31  
ARCH/BLDR: Unknown  
STYLE: Colonial Revival ROOF: Gambrel  
STRUCTURE: Wood Frame, 2 WINDOWS: 6/1  
EXTERIOR: Aluminum siding  
ORNAMENT: Gambrel roof, enclosed vestibule  
sleeping porch

ALTERATIONS: Siding

NO. 139 ADDRESS: 235 Broadway  
PROPERTY/DATE: William Healey House, c. 1896-1900  
ARCH/BLDR: Unknown  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/1  
EXTERIOR: Vinyl siding  
ORNAMENT:  
ALTERATIONS: Siding, decorative trim removed

NO. 134 ADDRESS: 34 High Street  
PROPERTY/DATE: Benjamin Littlefield House, c. 1850  
ARCH/BLDR: Unknown  
STYLE: Greek Revival ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2  
EXTERIOR: Aluminum siding  
ORNAMENT:

ALTERATIONS: Siding, entrance vestibule

NO. 136 ADDRESS: 215 Broadway  
PROPERTY/DATE: Charles Richardson House, 1925  
ARCH/BLDR: Unknown  
STYLE: Colonial Revival ROOF: Hipped  
STRUCTURE: Wood Frame, 2½ WINDOWS: 6/1  
EXTERIOR: Clapboard  
ORNAMENT: Wide eaves with modillions, columned  
portico over entry, sun porch with  
pilasters and brackets

ALTERATIONS: N/A

NO. 138 ADDRESS: 233 Broadway  
PROPERTY/DATE: Chester Walker House, c. 1891  
ARCH/BLDR: Edward F. Glover, Rockland, Architect  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2  
EXTERIOR: Clapboard  
ORNAMENT: Two porches with turned posts, spindle  
work and balustrade, novelty siding in  
gable end

ALTERATIONS: N/A

NO. 140 ADDRESS: 239 Broadway  
PROPERTY/DATE: Eugene Rose House, c. 1896-1900  
ARCH/BLDR: Unknown  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2  
EXTERIOR: Aluminum siding  
ORNAMENT: Bay window, porch with turned posts  
ALTERATIONS: N/A

United States Department of the Interior  
National Park Service

National Register of Historic Places  
Inventory—Nomination Form

ROCKLAND RESIDENTIAL HISTORIC DISTRICT

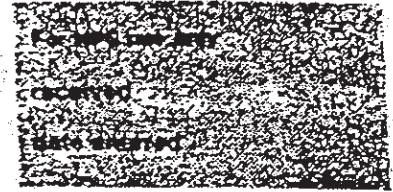
Continuation sheet

Item number

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NO. 141 ADDRESS: 241 Broadway  
PROPERTY/DATE: Lewis Starrett House, c. 1890-95  
ARCH/BLDR: Unknown  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 1/1  
EXTERIOR: Cedar shingles  
ORNAMENT: Brackets, bay windows, novelty siding  
in gable ends, porch with turned posts  
ALTERATIONS: Shingles

NO. 142 ADDRESS: 249 Broadway  
PROPERTY/DATE: Charles S. Crockett House, 1889  
ARCH/BLDR: W. H. Glover & Co., Builders  
STYLE: Queen Anne ROOF: Gable  
STRUCTURE: Wood Frame, 2½ WINDOWS: 2/2  
EXTERIOR: Clapboards  
ORNAMENT: Queen Anne sash in multiple gable ends  
ALTERATIONS: Front porch removed, sun porch added  
in 1940, rear porch added in 1980,  
door remodelled

The following buildings do not contribute to the historic district:

No. 143 Office Building  
12 Maple Street  
1 story  
wood and metal exterior  
gable roof  
built c. 1960-70

No. 144 House  
50 Talbot Avenue  
1½ story  
wood frame, clapboard siding  
gable roof, Cape Cod style  
built c. 1960

# MAINE HISTORIC PRESERVATION COMMISSION

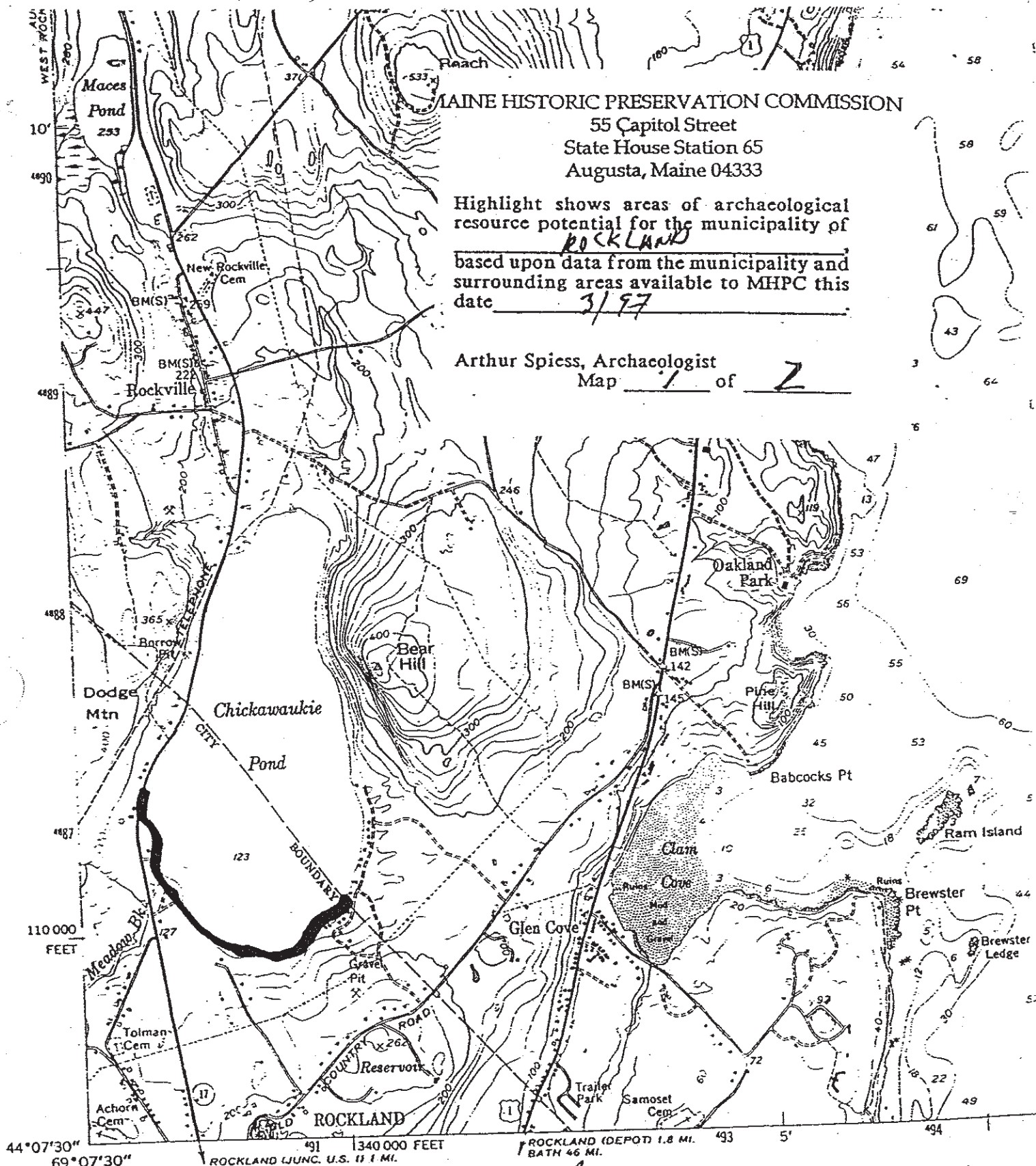
55 Capitol Street  
State House Station 65  
Augusta, Maine 04333

Highlight shows areas of archaeological resource potential for the municipality of ROCKLAND

based upon data from the municipality and surrounding areas available to MHPC this date 3/97

Arthur Spiess, Archaeologist

Map 1 of 2



Mapped by U. S. Coast and Geodetic Survey  
Edited and published by the Geological Survey  
Control by USC&GS (C) and Maine Geodetic Survey (S)  
Culture and drainage in part compiled from aerial photographs taken 1952 and 1953. Topography by Kelsh plotter and by planetable surveys 1953. Field check 1955  
Hydrography compiled from USC&GS charts 209, 310, 1203 (1955), and supplementary information  
Polyconic projection. 1927 North American datum  
10,000-foot grid based on Maine coordinate system, east zone  
Universal Transverse Mercator grid ticks,

UTM GRID AND 1973 MAGNETIC NORTH  
DECLINATION AT CENTER OF SHEET

DEPTH CURVES AND :  
SHORELINE SHOWN :  
THE ME

THIS MAP COMP  
FOR SALE BY U S





**Appendix E:**  
**Rockland Harbor Use Plan Subcommittee Report**

**ROCKLAND HARBOR USE PLAN**

**SUBCOMMITTEE REPORT**

**SUMMER, 1995**

## INDEX

1	Summary/Recommendations
2	Moorings and Anchorage
4	Harbor Improvements
5	Inner Harbor Breakwater Plan
7	Fisheries
9	Industry
12	Recreation and Tourist Related Activities
17	Education and Harbor Events
18	Residential Areas and Properties
21	Acknowledgment
22	Survey
26	Appendix Map

# ROCKLAND HARBOR USE PLAN

## SUBCOMMITTEE REPORT

### Summary

### Recommendations

In the spring of 1994, the Rockland City Council, through the Rockland Harbor Committee, commissioned a subcommittee to write and submit a Rockland Harbor Use Plan. The detailed use plan follows in the pages of this report.

Rockland Harbor has a unique combination of working and recreational use that this subcommittee feels should be preserved. In order to accomplish that goal, we have considered eight topics, from moorings and anchorage to residential, and we have made recommendations in each area. Our objective is, as noted, to preserve the working nature of the harbor. We recognize, however, that the historic fishing and fish processing industry is likely to play a smaller role in the future; so, the recommendations we have submitted intend to leave room for the activities that have long sustained Rockland Harbor, but they also encourage expansion of tourism and boating.

Our recommendations are detailed in the following reports, but the major recommendations may be summarized: 1) Leave usage flexible, 2) Improve and expand anchorage, 3) Support to build two large breakwaters in the inner harbor to supplement the historic outer harbor breakwater.

## ROCKLAND HARBOR COMMITTEE

### MOORINGS AND ANCHORAGE

#### Introduction

The definition of a harbor: 1. A part of a body of water along the shore, deep enough for anchorage of a ship and so situated with respect to coastal features, whether natural or artificial, as to provide protection from wind, waves or currents. 2. Such a body of water having docks or port facilities. 3. Any place of shelter or refuge.

**Goal:** Given this definition, and realizing that boat traffic, especially in fog, usually travels in straight lines from the mouth of the harbor to the port facilities, should cause us to make lines or avenues which are clear of obstruction. In Rockland, there are five principal destinations towards which traffic heads in from the lighthouse. If we start from the north and work south, the first would be Prock's Wharf which would carry barge traffic, schooners bound for the North End Shipyard, and fishing boats headed for the same dock complex. In the future, large numbers of pleasure boats may use that avenue as well. The second avenue which needs to be kept open, at least for now, is a line which connects the lighthouse to the Ferry Terminal which connects to the main channel system. We might call this the trunk line. A little further south there is another avenue which will become more important as time goes on because it will be the trail of the famous Parade of Sail. Schooners, Friendship Sloops and maybe the America's Cup defenders will use this avenue to come into the Public Landing, make a sharp right and exit out the channel toward the Coast Guard base. The last, but not the least, of the great avenues will be the great shipping lane to the south end of the harbor which will be used for commercial shipping, barge traffic, shipyard traffic and the like. It will also carry the small boat traffic which comes and goes from the South end launching ramp.

Between these avenues there are spaces that will, in the future, become mooring and anchorage areas. The first of these areas, as we enter Rockland harbor from the East, past the light, will be on the right and behind the breakwater. One can visualize, sometime in the future, when there is a float and ramp at the lighthouse, possibly with dinghy space and launch service. One could take a boat from the Public Landing to the lighthouse, get in his dingy and row to his mooring just inside the breakwater. The mooring area could also be approached from the other end of the breakwater as well. There could be a big field of boats there by 2020. We might call this Mooring area A.

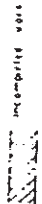
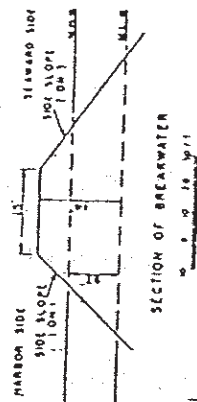
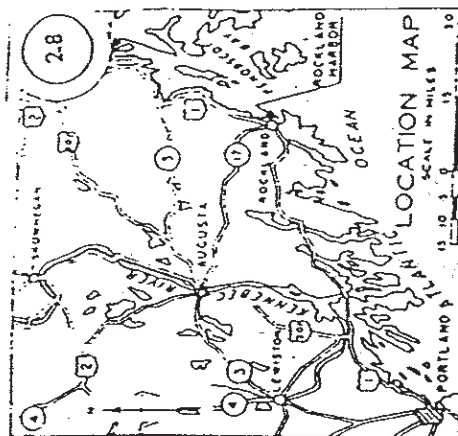
If we leave a little channel there, which leads to the Jamison Point mooring area, and draw a line around the area of good water from Jamison Point to the Rob Cabot property, then back out to the lighthouse along the first avenue, a large area for mooring boats is described which is the area where Prock's barges are presently moored. We might call this area Mooring area B.

The next area to be described, Mooring area C, could be combined with its neighboring area (mooring area D), at some future date, if we can get the Maine State Ferry Service to stick to the channel. This area is a large pie-shaped area which is bordered by Avenue 1 and the East side of the channel that runs all the way from Prock's wharf to the Coast Guard base and then back out to the lighthouse.

Mooring areas E and F lie to the south of the trunk line and are divided by the Parade route. Again, these areas are large pie-shaped areas that are boarded by the channel and the shore, the trunk line and the shipping lane.

Last, but not least, is the area between the shipping lane and the Owls Head shore. This is a large Mooring/Anchorage area that will be developed over time. Let's call this Mooring area F. As public access and its ancillary services develop at Mechanic Street Park, this area will gradually expand to a principal mooring field.

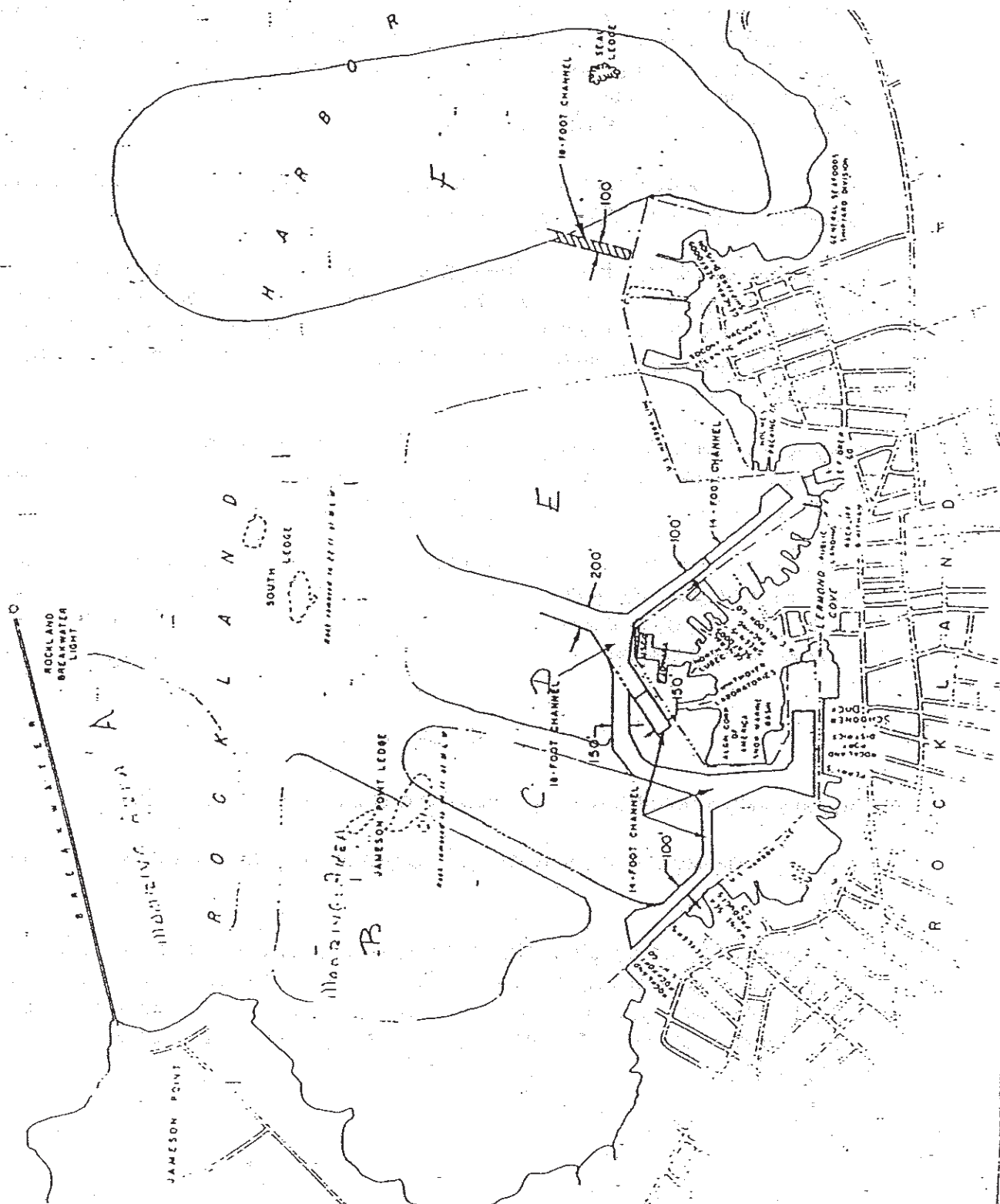
**Recommended Local Policy:** Public access to all of these areas is essential and must, as the need increases, be developed. It is also important to remember that a portion of each of these areas be designated as anchorage areas and left clear of moorings. Given the proper amount of planning and consideration, and enough shoreside services such as launch service, these mooring areas, combined, can easily accommodate 1500 boats.



# ROCKLAND HARBOR, MAINE



DEPARTMENT OF THE ARMY  
NEW ENGLAND DIVISION, CORPS OF ENGINEERS  
WILKIN, MASS.





ROCKLAND HARBOR COMMITTEE  
HARBOR IMPROVEMENTS SUBCOMMITTEE

**Launching Ramps**

Launching facilities for small trailerable boats in Rockland Harbor are presently inadequate. The south end ramp not only is unable to handle the number of haulings and launchings which occur during the warmer months, but also it is in need of repair. The ramp by the Black Pearl needs to be rebuilt, and it lacks adequate parking for vehicles and trailers.

**Goal:** The city should have enough ramp facilities to handle the increased traffic by commercial fishermen, and recreational users.

**Recommended Local Policy:** The City of Rockland should make repairs to the south end ramp as necessary. An attendant should be there during the summer to control use and increase efficiency of use. Fees should be collected from users. Once other ramps are built or repaired, this ramp should be primarily used by recreational boats.

The Black Pearl ramp should be repaired and used by cartop boats such as kayaks and canoes, as well as lighter boats on small trailers. Parking is a problem here and needs to be addressed, as well as a float for the users.

A new public landing ramp in the North End is needed and could be built on the Webber Oil property or near the former Sea Pro site. This is necessary because we do not have enough space for the city boats and floats. We need a storage facility for repair and equipment.

**Soil Erosion**

Land adjacent to the harbor is precious and should not be lost to the sea.

**Goal:** To minimize erosion in Rockland Harbor and primarily in the North End of town.

**Recommended Local Policy:** City and property owners, together, should determine the cause of any present erosion. Once the cause is determined, be it tidal currents working along the shoreline or water from shore running into the harbor, the problem should be addressed. A study needs to be done, whether federal or local.

## INNER HARBOR BREAKWATER PLAN

Rockland's harbor and waterfront are much changed from when the existing breakwater was planned and built. Where the harbor was dominated by large vessels for shipping and fishing, the use is now mixed commercial and recreational, with an increasing tendency toward smaller vessels. The waterfront has also developed commercially and residentially.

Continued growth in the number of boats and development of the shore properties can be expected. A new plan, reflecting the changes in the harbor, must be implemented to protect the harbor's assets.

On October 12, 1980, a bad Easterly storm forced nearly every boat in Rockland Harbor off their mooring and over the seawall at the public landing. The extent of damage is illustrated in the Rockland Courier Gazette photo taken a few days after the storm.

Since 1980, the number and value of pleasure boats in the Rockland Harbor has increased dramatically. The value of pleasure boats in the harbor at the peak of the summer season is now estimated to be more than thirty million dollars (\$30,000,000). Commercial vessels, including Rockland's eight schooners, are estimated to be valued at an additional ten million dollars (\$10,000,000). In order to protect this investment and encourage more use of the harbor by pleasure boats, this committee proposes construction of breakwaters in the inner harbor. (A further study will be done to better establish the actual value of the boats in Rockland Harbor.)

**Goal:** The Harbor Committee continues to address the ongoing problem of providing better protection for the waterfront and watercraft of today, and the committee will depend on the Army Corp of Engineers to find a solution.

**Recommended Local Policy:** Engage the Army Corps of Engineers to study and build harbor breakwaters designed to protect the anchorages, marinas and shore properties in the manner they find most effective.

A proposal by citizen Douglas Lee is included as an example of one possible solution.

See Appendix: "Rockland Inner Harbor Breakwater"

## ROCKLAND HARBOR COMMITTEE

### FISHERIES

#### Introduction

Over the centuries, since the beginning of time, fish have inhabited the waters of Rockland Harbor and the Gulf of Maine. Indeed, in our lifetime, these waters supported a great fishing industry. Rockland Harbor was the home port of such companies as National Sea Products, Holmes Packing, Stinson's Canning Co., North Lubec Packing, Look's Lobster, Green Island Packing, McLoon's, and others. We still have one fish-cutting facility (Oak Island) and one sardine plant, (Port Clyde Canning), but all the rest are long gone and a part of history, as, indeed, are all the fish. For the first time ever, the Department of Marine Resources is considering shutting down the whole Gulf of Maine to all fishing for a period of 180 days. The fishing industry is in a crisis.

However sad this situation is, and it is very sad, the objective of this committee and of this report is to look to the future and plan for the future of a new fishing industry. Recognizing that man is capable of thinking through a problem and even capable of mending fences and correcting his mistakes, gives us hope that we can build a sustainable aquacultural industry from the rubble of the past. This will mean that we must support research and development, set standards of good conduct and further the development of eco-system management that is good for the environment. We should support cooperative efforts that will help fishermen help themselves, and we should foster re-training efforts and encourage educational opportunities for fishermen. We must find new ways to harvest fish and other marine life that will lead to sustainable stocks, and we must support efforts that will stop the waste of marine life that is killed and left at sea.

Unlike many of our neighbors, we still have some of the infrastructure of the industry left to build on. We still have a good commercial fish pier, and we must maintain this as a fish pier. We still have three fish-related industries and we hope that they will grow and prosper. We must encourage efforts that will allow fishing to continue to be a vital part of our economy even with the ever increasing competition of the multiple users of the harbor.

Technology has been one of the great tools of the fishing industry that has hastened its demise, but we can use that same technology to better understand our underwater eco-systems and plan to replenish the life that was once there.

**Goal:** Keep fishing as a vital part of Rockland Harbor and Rockland economy. Plan for the future of a new fishing industry by building a sustainable aquaculture. Pursue ecological understanding of how to bring the Gulf of Maine back to life.

**Recommended Local Policy:** Support research, development and eco-system management for a new sustainable aquaculture industry. Seek private, state and federal funds for this development.

Maintain existing commercial fish pier, as well as encourage fish-related industries that still exist on Rockland Harbor.

Encourage opportunities to re-train and educate fishermen in new technology.

## ROCKLAND HARBOR COMMITTEE

### INDUSTRY SUBCOMMITTEE

#### Introduction

Rockland harbor has diverse and varied industry, both marine and non-marine. These include:

#### Marine

Shaw's Yachts Service  
Sabre Yachts  
Rockland Marine  
Knight Marine  
North End Ship Yard  
The Landings Marina  
Schooner Wharf Association  
Journey's End Marina  
Rockland Fish Pier  
Maine State Ferry Terminal  
Ocean Pursuits  
Prock Marine  
Lermonds Cove Marina  
Rockland Harbor Boat Yard

#### Non-Marine

FMC  
Fisher Engineering  
Steel-Pro  
Webber Oil Co.  
E. L. Spear Inc.  
Sewage Plant  
Steele & Marshall

Information about these businesses is detailed in the attached inventory.

This variety of uses around the Rockland Harbor results in a unique "working harbor" atmosphere. The committee feels that this atmosphere is valuable because of the diversity of attractions and services as well as the obvious tax and job benefits.

**Goal/Objectives:** The committee recommends that every effort be made to preserve the current industrial base, improve conditions for industry, and support new development.

**Recommended Local Policy:** To accomplish the above objectives, the committee recommends encouraging a friendly, non-hostile environment for marine/non-marine industry, exploring options to improve harbor facilities (channels, piers, etc.) as well as add transportation options, and to market current and future facilities.

## **Industry—Marine**

For many years, marine-related industries have been working on the Rockland waterfront. With changes in markets and economies, industry has shifted to keep pace, or new industries have come into place where others have failed. Today, Rockland thrives as a working community because it has had the flexibility to undergo changes that meet the needs of the day.

**Goal:** To preserve the capability for the existence of marine-related industries on the Rockland waterfront and to inspire new growth by improving existing structures and systems so that current marine related industries prosper and new industries are encouraged.

**Recommended Local Policy:** To this end we suggest that the friendly, non-hostile attitude between residential and industrial users be maintained. We also suggest that the city governing bodies work with the Department of Environmental Protection and other lawmakers to make reasonable, consistent laws at both the State and Federal levels so that compliance can be clearly achievable. Finally, we recommend that industries be "good neighbors" and that zoning be reflective of this.

## **Industry—Non-Marine**

Most businesses around the Rockland Harbor are marine or tourist in nature. However, a few businesses are non-marine in nature. These businesses typically have deep roots in the community and provide a large tax base and significant employment with year-round, relatively high-paying jobs.

**Goal:** Preserve this critical employment and tax base. Create new opportunities, where possible, to expand employment, if the new business would be non-intrusive to the surrounding use base.

**Recommended Local Policy:** In order to preserve the non-marine industrial base, zoning in areas currently occupied by these facilities should remain flexible. Dedicated transportation avenues should be identified to support these businesses, if appropriate. The businesses will comply with State and Federal environmental and safety laws. The industries should strive to be good neighbors with no unreasonable levels of noise, odor, or unsightly clutter. In addition, these businesses should keep the community informed of their activities.

The window should be left open for new opportunities by not placing unreasonable restrictions (e.g., restricting use to only marine related) beyond normal zoning on harbor front property.



## Container/Barge

Transportation of goods in and out of Rockland is done primarily by truck and rail. A workable container dock would provide Rockland with an alternative means of transporting goods.

**Goal:** Preserve both the beauty and productivity of the Rockland Harbor by improving the functionality of the harbor. This can be accomplished by dredging the harbor in places to accommodate a container dock.

**Recommended Local Policy:** Dredge and develop the Old Maine Central Wharf in the South End to make a workable barge container dock. A container dock would attract new businesses to Rockland, broaden the tax base and create new jobs.

## Market/ Promote Facilities

The Rockland Harbor Front Development and Expansion is continuing at a rapid rate. This development is in the tourist and pleasure boating arena. As this development continues along the shoreline, there is a natural tendency to encroach upon industrial use properties.

**Goal:** Based upon the first Harbor Planning Committee's public hearing held January 1995, the public desires to maintain a proper balance between private, public, tourist, fishing, commercial and industrial uses.

**Recommended Local Policy:** The City of Rockland must meet changes already in process, and those being discussed, with flexible zoning. Flexible zoning does not mean giving away or locking out marine industrial uses of water front space. City planning and governing boards must give careful consideration to each waterfront building and use request to ensure a continued balance between the various waterfront uses.

Planning and governing boards often fail to adequately consider any balance or land use control. The objective of this Harbor Planning recommendation is to offer guidance to the local municipal governing agencies.

One area that has come under considerable discussion with strong recommendations is that no further expansion of the sewer treatment plant take place at the current site. Any future development of the sewer treatment facilities should take place away from Rockland Harbor.



## ROCKLAND HARBOR COMMITTEE

### SUBCOMMITTEE ON RECREATIONAL AND TOURIST-RELATED ACTIVITIES

#### Introduction

Recreational boating is an industry that could bring much growth to Rockland. Rockland has the potential to become a city that is synonymous with great recreation and a wonderful place to live. A community offering an enjoyable lifestyle and quality of life is a powerful inducement for people to come to live and invest.

**Goal/Objectives:** Transforming Rockland into a major seaport requires protective mooring and berthing facilities. The inner harbor must be protected from the sea by a breakwater. With the protection of a breakwater, boat owners would be more likely to leave their boats at Rockland boating facilities, thus vastly increasing business. The summer business would no doubt extend to year-round wet storage of boats.

Shore-based services are also necessary for Rockland to become a boating center. Marinas and boat service centers are needed to maintain the vessels in the harbor. Following the example of Bar Harbor, other possible shore services include recreation, galleries, restaurants, concerts, cultural events, museums, historic properties, and unique shopping areas at which local craft people can display their wares.

**Recommended Local Policy:** This beautiful harbor needs a vision and a clearly defined plan. The plan could be represented by a conceptual drawing and a model to be proudly displayed as the future of Rockland. The model and the plan must contain regulations to bring it to life. We must not allow large outside investors to decide the future of Rockland Harbor.

Maintaining the flavor of Rockland as a Down East coastal community is vital to our growth because this is what people flock to Maine to see. We must be very careful not to lose sight of our identity when planning the future of Rockland.

Anyone who has even an occasional view of Rockland Harbor has to see that it is in the early stages of a major transition. Fishing and fish processing are waning and recreational boating is growing. This change will continue even without encouragement from the city. Rather than be overtaken by events and trends, Rockland should encourage this growth in such a way that the city can control the growth and profit from this trend. The city must also recognize and avoid problems arising from the influx of recreational use of the harbor.

### **Yachts (Homeported in Rockland)**

Over the past twenty years the air and water quality in Rockland Harbor have improved dramatically. Rockland is located at the center of one of the world's great cruising areas and is a day sail from one of the most visited national parks. Given the harbor's large area it is an ideal location for yachtsmen to keep their boats.

**Goal:** Rockland should encourage the use of the harbor as a homeport for yachts. It can profit greatly from providing needed services to yachts and the people that sail them.

**Recommended Local Policy:** The major qualification for a harbor is protection from weather. Rockland should make every effort to have inner breakwaters built and dredging done. This would cut drastically the damage to boats and docks during significant weather events. Yachtsmen who live more than a short drive from Rockland would feel more comfortable keeping their boats here.

Adequate public access to the water would be needed for yachtsmen to keep their dinghies and get to and from the moorings.

Well maintained mooring fields convenient to the business district should be available.

### **Transient Yachts**

**Goal:** Visiting yachts, whether arriving singly or as yacht club regattas, should be welcomed by Rockland. As with homeported yachts, the city can profit by providing the services that are needed by these yacht people.

**Recommended Local Policy:** As with homeported yachts protection, adequate public access, and convenient moorings and slips are a must. A good reliable yacht tending service is something that either a private entrepreneur or the city should undertake in the near future.

## **Windjammers**

Rockland currently has seven traditional windjammers homeported in Rockland. Many are converted from 19th and early 20th century working schooners. Three are designated as National Historic Landmarks by the National Park Service. They lend character and beauty to the harbor and provide a link with the city's past.

**Goal:** The city should encourage these vessels to make Rockland their homeport.

**Recommended Local Policy:** Adequate protection is paramount (inner breakwaters). Good public access to the boat locations from Main Street is important, as is the construction of a docking facility that can be used for these boats.

## **Tour Vessels**

Vessels that take people out on the water for short duration, or as long as a day, serve a vital function. They raise the awareness of the general public to the beauty of the local waters and to what is on Rockland's waterfront. For many residents of Rockland this may be their best and only experience with the harbor.

**Goal:** Encourage the operation of excursions upon the waterfront in every way possible.

**Recommended Local Policy:** Provide for the use of city docks and wharves by excursion boats which need only load and unload passengers. Provide services in as economic a manner as possible.

## **Large Cruise Vessels**

Large cruise vessels would bring visitors to our city, shops, and businesses, and Rockland can provide such shore-side services as the vessels require: water, supplies, disposal etc..

**Goal:** Provide a pier for large cruise vessels. This pier will not be city owned; rather, encourage private investors to participate.

**Recommended Local Policy:** Encourage and support private investment in rebuilding the Old Steamboat Pier in the South End for large cruise vessels.

## Restaurants/Recreational Services

To raise awareness of the harbor and waterfront it is necessary to first get people to where they can see the harbor. Restaurants, parks, museums etc. often get visitors and residents alike to see the harbor and enjoy being near it. Once this awareness is achieved, use of the harbor and waterfront areas will naturally increase.

**Goal:** To increase the use of the waterfront by yachtsmen while not on their boats, as well as get visitors and residents alike to use the waterfront areas for recreation and relaxation.

**Recommended Local Policy:** Maximize the harbor's visibility from land. Make it possible to see the water from as many places in town as possible. Where possible, do not block any views of the harbor that presently exist. Open up views where feasible. This creates a natural attraction to the harbor. Any parks on the waterfront should be a place to linger. Picnic facilities would be a useful way to do this. Adequate nearby parking is vital. Museums featuring maritime related subjects should be encouraged to be near the water.

Restaurants and lounges that cater to yacht and automobile tourists should be encouraged on the waterfront.

## Marinas

No other type of waterfront business is growing faster than marinas in Rockland today. This will continue into the future. Demand for slips will continue to increase especially if the city takes steps to increase the use of Rockland by yachts.

**Goal:** To see that the waterfront has adequate marina slips and that adequate services are available. Deal with the problem of traffic congestion on the water which will increase as marina slips increase in number. Avoid other problems which accompany concentrations of yachts: e.g. security, sewage, etc..

**Recommended Local Policy:** Inner breakwaters are essential for the protection of boats tied up in slips and to the floats and docks that make up marinas. They should be built. Because the breakwaters would slow the circulation of inner harbor water, pollution from boat traffic would be more of a problem than it is now. Enforcement of marine sewage regulations should be more than it is at present. Marina owners must be part of that process and should have good pumpout facilities. The city will have to take a more active role as well. Other effluents into the harbor from fishing boats or fish processing plants also must be minimized. Oil spills (even those of small quantity) must be avoided and dealt with when they occur.

## Safety and Security

With the growth of recreational use of the harbor and waterfront areas there will come an increased need for security and regulation.

**Goal:** To provide adequate safety and security to boat and waterfront property owners and customers.

**Recommended Local Policy:** Have a strong harbor master who has ample authority and is strongly backed by the city. Provide the harbor master with a staff who can do the job fully and efficiently. Under the harbor master's guidance, form a set of harbor regulations which will provide smooth traffic flows and will make the waters and mooring areas safe and pleasant for all.

A police presence on the harbor will be more and more vital as use of the harbor increases. The harbor master should assume the role of police chief of the harbor, but there should be more police boat coverage of the harbor during the summer months.

An attractive well maintained harbor with plenty of recreational opportunities can be a great positive for the city in encouraging good industry to locate here. Nurturing the recreational use of the harbor is something the city should actively do.

**ROCKLAND HARBOR COMMITTEE**  
**EDUCATION AND EVENTS SUBCOMMITTEE**

**Introduction**

Now in Rockland there are several educational organizations, museums and cultural events centered on or around the harbor.

**Education**

Hurricane Island Outward Bound  
The Sea Scouts  
The Bay Island Sailing School  
The Shore Village Museum  
The Atlantic Challenge Foundation  
The Apprentice Shop of Rockland  
Farnsworth Museum

**Events**

Schooner Days  
Lobster Festival  
Friendship Sloop Days  
Great Fishing Derby  
Blues Festival  
Tall Ship and Navy Visits

Since the early '50s we have seen an ever expanding use of the waterfront and harbor for community events. They have improved into first class events, drawing visitors from all over the world. With continued cooperation between the Chamber of Commerce, citizens, and the business community we expect to see growth in events and quality of life for the mid-coast area.

Education is the most important factor for building a better future. The continued learning of adults and a broad variety of learning environments for our youth are our way to ensure that we can effectively solve problems and move boldly onto the future. The harbor and coast are a rich and fascinating eco-system to all ages. Outward Bound has proven that Sea is a powerful educator. Few harbors are better suited to be a classroom than Rockland Harbor.

All of these organizations are enrichments to our lives. The harbor is and has always been a source of life to residents of the City. It must remain so. Educational organizations teach us about our past and ways to learn about today. Cultural events not only offer entertainment and increased business but preserve a way of life.

**Goal:** To facilitate and encourage the active usage of the harbor and coastline for cultural events and as an educational tool. To make the harbor as inviting from the sea as it is from the land.

**Recommended Local Policy:** Continue to make the harbor an inviting gateway, within the harbor, to encourage participation in harbor events and seek ways to include spectators in harbor events. Continue to support education on and about the harbor and encourage that only marine related museums and educational organizations be allowed to occupy the waterfront zones.



## **ROCKLAND HARBOR COMMITTEE**

### **RESIDENTIAL AREAS AND PROPERTIES**

#### **Introduction**

Rockland has incredible, wide open views of the harbor, the bay and the islands which are visible to the area residents and visitors from the water front streets and from the buildings on the west side of the streets. This makes Rockland's waterside a place to be preserved. This also sets the city apart from the other towns and water front cities that have lost their views to uncontrolled development.

#### **Goal/Objectives:**

1. To preserve the Historic District and recommend that new construction should fit in, as well as being consistent with existing building designs.
2. Preserve what little waterfront residential areas already exist.
3. Maximize the connection between the public and the waterfront views. Keep the waterfront views open for people to share.

**Recommended Local Policy:** To define the true residential water front neighborhoods and maintain an equal balance between residential and commercial. Maximize the residential area and keep it separate from commercial area.

### **Breakwater Beach south to the former Cheese Factory**

**Goal:** This is now mostly residential and should stay residential.

**Recommended Local Policy:** The area east of Camden Street is the last open land that could be used for waterfront residential development. The actual shore front will not support any marine use due to the shoal water and clam flats.

### **East side of Front Street to the Scale House.**

**Goal:** To preserve this residential area.

**Recommended Local Policy:** No buildings should be allowed on the east side of the street that could or would obscure the view for any of the area residences.

### **Main Street at Front Street to the intersection of Summer Street**

**Goal:** Preserve the view.

**Recommended Local Policy:** No new buildings should be allowed on the east side of the street that could or would obscure the view of the water from Main Street. In any case, a height limit should be imposed on any new buildings that may be built on the water side that could cut off a water view for traffic.

### **Ferry Terminal to the Trade Winds at the stop light on corner of Park and Main**

**Goal:** An alternative scenic route should run from the corner of Park and Main in back of the Trade Winds and behind the buildings on Main Street to the Ferry Terminal. This scenic route would not only open up the backs of all the buildings on Main Street providing more shop space, but would also open up parking areas and take the truck delivery service off Main Street.

**Recommended Local Policy:** A traffic engineering study is required at the ferry terminal to determine how to handle all the traffic associated with the ferry service, the parking lot, harbor trail and the recommended Park Scenic Drive.



### **Waste Water Treatment Plant**

**Goal:** This area must be made more amiable. Areas of concern are the view and the smell.

**Recommended Local Policy:** A separate study is required to solve this problem, especially if it is to abut a new extension of Park Drive and the recommended dingy docking space. Also, provisions should be made for users of the proposed public docks or floats around the treatment plant to store their oars and small boat gear.

### **Tilson Avenue and Peninsular**

**Goal/ Recommended Local Policy:** This area east of the Bird Block and Park Drive should remain commercial; it is not residential.

### **Roadway on Main Street at Park Street to Ocean, Scott, Atlantic, and Mechanic Street**

**Goal:** To preserve the existing parts of this area that are now residential and maintain the views.

**Recommended Local Policy:** No new buildings should be added that would obscure the view of any area resident, or road way traffic.

### **Harbor Trail**

**Goal:** To be of value, the Harbor Trail must be on the water side of the roadway and railways to insure the best water view.

**Recommended Local Policy:** The Trail from Berliawsky Park through Fisher to the Public Landing should be defined as soon as possible. This will make it clear to any developer as to the community's desire.

The Harbor Trail, as proposed by the Harbor Trail Coalition, should be included on all city maps as originally planned.

### **Community Rooms**

**Goal/ Recommended Local Policy:** The waterfront revitalization project, as proposed by the Mid-Coast Development Corporation, should include some Community Rooms for fund raisers, meeting, breakfasts, and social events.

## ACKNOWLEDGMENT

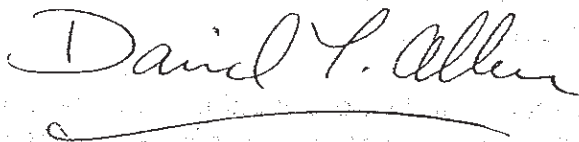
### AD HOC HARBOR MANAGEMENT COMMITTEE

**Members are as follows:**

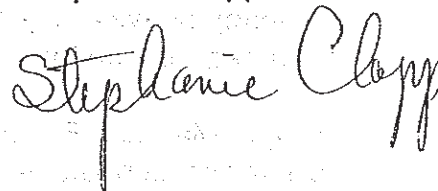
Co-chairs: Dave Allen, Captain J. And E. Riggins  
Stephanie Clapp, Owner, Old Granite Inn  
Secretary: Neil Weiss, Waterfront Property Owner  
Harbor Master: Ken Rich  
Ruth Ellis, Waterfront Property Owner  
Mike Stumbo, FMC, Plant Manager  
Horatio Cowan, Waterfront Property Owner  
Rodney Gibbs, Marine Services  
Elliot Gamage, Retired Master Boat Builder  
Bernie Shaw, Shaw Marine Services, Boat Repair  
James Gregg, Director Atlantic Challenge Foundation  
Rod Cabot, Commercial Waterfront Property Owner  
Joe Chasse, Rockland Wholesale and Boater  
Fred Clemens, Real Estate Sales and Development

We would like to extend thanks to all the members of this committee for the many nights and hundreds of hours that have gone into the writing of this document. Trying to get this many busy people together two evenings a month for the past two years has required a great deal of flexibility on everyone's part. The level of cooperation that was experienced in this team of dedicated volunteers is what will ensure a bright and prosperous future for Rockland.

Dave Allen



Stephanie Clapp



1994/95  
SURVEY

Cheese Factory to Bird Block

Cheese Factory—

Boat Shed—Currently used for boat repair, has over the years housed many different boat builders.

Prock Marine—Harbor front property, used for heavy industrial marine construction company, the front of the wharf is currently used for a fish boat to unload onto trucks.

Rockland Harbor Boat Yard—Currently run by Sam Slaymaker for the restoration of classic yachts; he also has a survey service.

North End Shipyard—Home to many of our windjammer fleet, also a repair and restoration facility. This dock provides permanent dock side services to the Heritage, the Windermene, American Eagle, Isaac Evans, and occasional others.

Schooner Wharf, formally Sea-Pro—The property is currently used as boat storage, dockage, and a logging operation. There is a charter boat homed on the east side of the dock.

Schooner Wharf, to Webber oil lot—Empty lot behind what was Jordan's Market.

Lot owned by Webber Oil—Empty lot in low area, good access and parking.

Spears Hardware Store—Well maintained lot with good harbor frontage. Storage building on water front, old dock crib work intact in front of building. This building has been in use for over 100 years.

Knight Marine—Extremely well maintained yard, good dock frontage and well laid out for small boats, land currently open boat storage with several larger shop buildings.

Maine State Ferry Service and Headquarters—A new building is scheduled for the ferry terminal in 1995 or 96. The state has changed plans and have not yet started construction.

Lots behind Main Street blocks owned by Spear family and others—currently parking.

Waste Water Treatment Plant—Sewer treatment system, currently only system in town, causing smell that often makes life difficult for downtown merchants, and customers alike.

### Bird Block to Port Clyde Packing

Bird Block—Built in 1898 to house the family "Three Crow Brand Cream of Tarter" retail and spice manufacturing. It now serves as the U.S. Coast Guard housing and administration facility.

Lermond Cove Marine—Marina was started by Peter Schwalbenberg as a place to dock the boats being built or renovated by the Region 8 school. Now owned and operated by Charles Foote, Jr.

FMC Corporation—World's largest Carrageenan plant, started as Algin Company in 1937. Marine Colloids Inc. in 1956. Purchased by FMC in 1978. Employs 155. Witmeyer Building ex fish meal grinding operation (phew). Lermond Cove side ex Snowe shipyard. Old lime kiln site.

Rockland Boat Property—Long time wooden boat yard, recently boat supplies, housing Atlantic Challenge.

Bicknell Manufacturing—Forth generation quarry and monument tool manufacture. Used to have retail sales operation. Owns 150 feet of Lermond Cove waterfront between Foote Marina and Bird Block.

U.S. Coast Guard—WW2 Navy pier, Eastern Steam Ship Company until about 1938. Daily Bangor to Boston passenger ship service.

Rockland City Fish Pier—Owned 5 or 6 years, ex lobster operation, owned by McLure family prior to that.

F. J. O'Hara & Sons—Boat storage, marina, car parking, diesel service, ice plant, offshore fishing operation (unloads in Gloucester, MA, fish 220 days/year). Owned since prior to WW2. Employs 40. Rents fish plant to Oak Island. Employs 28 to 50 people. O'Hara operation has absorbed, now closed, National Sea/Birds Eye/General Food fish packing operations Wave Radio Station, WAVX FM.

Port Clyde Packing—Sardine canning plant, purchased from Witham Bros. After original plant in Port Clyde burned down. Employment ? Need more research.

### City Fish Pier to South End City Park

City Fish Pier—Currently run by David MacDonald and Company. Public facility consigned and operated as private business, giving fee and commission to city for use.

The Landings Marina and Restaurant—New marina facility built on land that has in the past housed a small marine railway, a fish scale operation and a boat shop. Currently well improved and good looking new buildings, as well as a growing dock system.

City Park Land—The park currently is used for many public festivities and gatherings. There are docking facilities in two places. One is used for commercial passenger boats and the other for public access to the harbor with several floats for short term dockage and skiff tie up. The harbor park houses the Chamber of Commerce and harbormasters office as well.

The Black Pearl Restaurant—Has been a seasonal business, falling into some disrepair over the past few years. It has recently been leased by Ed Black for a try at a come back as a seafood restaurant.

The Dry Dock Restaurant—Closed for several seasons, recently rented for an upscale Italian seafood restaurant.

Fisher Engineering—Fisher Employees over 350 people in Rockland making snow plows. Though there has been talk of their moving, they have no plans to do so at this time.

Burliosky Park—Given in memory of Nate Burliosky for access to the harbor by all—a nice little park with benches, picnic tables and a beach.

Stinson's Wharf—Currently used by Dragon Cement to ship cement out of Rockland by barge. Many changes include a large, chain link, barbed wire fence that blocks walking trails along the water.

Old Steamboat Wharf—Privately owned and for sale by the Passamaquoddy Indian Tribe. The South side of the wharf is owned and used by John Maccone Storage and Workshop. Lobster boat uses wharf.

Rockland Marine Corporation South End Ship Yard—Currently busy shipyard doing restoration and building on ships, coast guard vessels, and yachts.

Outward Bound—Currently used for office and storage for the Hurricane Island segment of this program. There is a nice dock and space for many boats to be docked and stored on land off season. There is small boat repair currently going on which makes this a very nice extension of the Snows Boatyard history of the property.

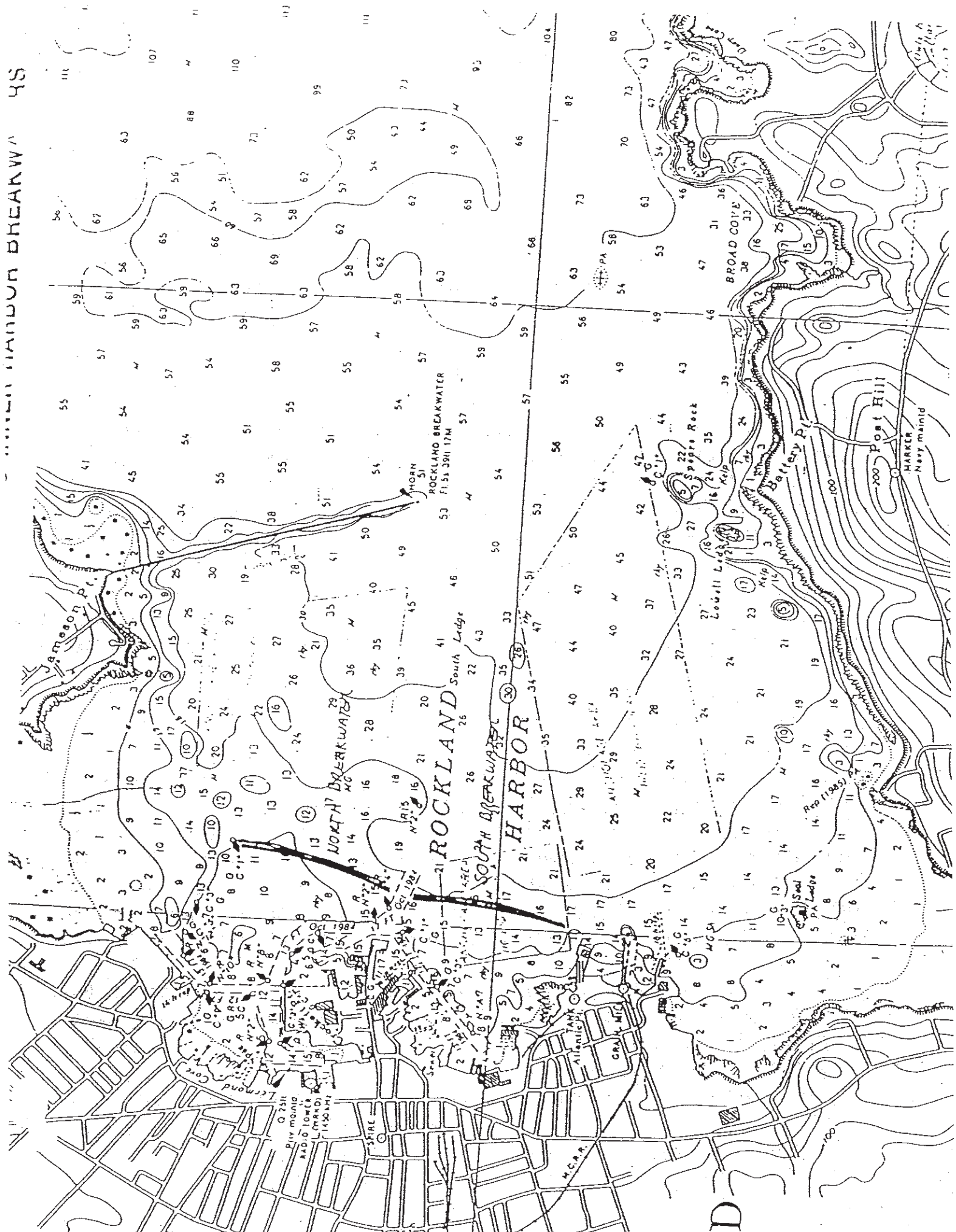
Snowe Marine Park—Large park with launching ramp. The ramp currently is used to its limit. In the future a dock master may be required to keep things moving. It is used by many urchin fishermen and their various small boats, and it is used by recreational boaters who are finding it harder to get parking in the limited lot. The park is well used by people participating in one activity or another.

**ROCKLAND INNER HARBOR BREAKWATER**

**1995**

**Douglas K. Lee, Rockland , ME**







## PROPOSAL

This is a proposal to have the Army Corps of Engineers look into the feasibility of building two inner harbor breakwaters that would address the protection of the harbor with respect to today's harbor usage.

## HISTORY

When the original breakwater was first proposed it was through a desire to create a harbor of safe refuge within Rockland Harbor. Rockland Harbor up to the completion of the present Rockland Breakwater was not a harbor of safe refuge for vessels or for waterfront property as it was open to the northeast, east and southeast directions, indeed the directions of our coast's most damaging storms. The present breakwater as completed in the mid 1880's gives the harbor protection from the northeast and to a lesser degree in an easterly blow. It does not afford much protection from the southeast, which is historically the predominate direction of damaging hurricanes.

I understand that originally in the 1800's there were two different breakwaters proposed in addition to the present one. The first was to have been another breakwater beginning from the Owls Head shore at or near Battery Point and Spear Rock. This one was to run in a northerly direction and slightly overlap the present breakwater.

The second proposal was to construct a breakwater about half way between the present breakwater and Tillson Wharf, see the attached 1800 plan. It was to have been constructed on what was South Ledge, which was located southwest of Jameson Point. This one was to have been an island. Instead of building either of these two proposals South Ledge was blasted and removed.

Perhaps this blasting was done instead of building either of the other two proposals due to the fact that vessels in the 1880's that were frequenting Rockland Harbor had increased in average size to 100 to 600 gross tons. These were sailing vessels, mainly two and three masted schooners, and coastal steamers ranging from 100 to 200 feet long. The present breakwater as it stands adequately addressed the need of a safe anchorage of vessels of that size as long as they got away from the city wharfs and anchored under the protection on the breakwater.

Obviously obtaining funding was also a factor in the decision not to build any more breakwaters in Rockland Harbor. As it was, the present breakwater took several different congressional appropriations and some 40 years to construct.

## THE PROBLEM OF TODAY

The harbor protection required today is somewhat different than that of 100 years ago. First the average size of vessels using Rockland Harbor is considerably smaller. Therefore even anchored or moored in Rockland Harbor, these smaller size craft toss about much more than the previous larger vessels. This as we know can lead to disastrous results in easterly storms.

Second the use of the waterfront has become much more marina orientated. That is to say, instead of a simple dock that a vessel comes alongside of to load and unload, the requirements today are for boats to remain for prolonged stays at wharfs and floats. With more such arrangements being installed the potential during a damaging storm is significant.

The present breakwater is more than a mile from the Rockland waterfront. In a strong storm a good size damaging sea can build up between the breakwater and the shore, so that even though the breakwater does afford protection it is not sufficient for today's smaller craft. The occasional large tugs, barges and coastal tankers do find refuge in Rockland Harbor. In this respect the breakwater still does what it was built for.

In short Rockland Harbor is an exposed harbor without adequate protection for the majority of the watercraft using the harbor today.

## INNER HARBOR BREAKWATER

A solution that would protect the Rockland waterfront from storm damage as well as provide year round protection for watercraft would be the construction of two inner harbor breakwaters. A north and a south breakwater that are both islands.

As shown these two breakwaters could be built without relocating the present federally dredged and maintained channels, which is an important point. They could be located as illustrated on the inclosed

chart. As located, they would be close enough to the waterfront to afford good protection to waterfront structures and offer safe refuge to vessels of all sorts. The breakwaters themselves could be used for vessel mooring.

It has been suggested that these breakwater could be constructed of interlocking steel sheet piling and filled with dredgings from the newly formed inner harbor. However the breakwaters are constructed, they should be such that the inside face can be used for vessel dockage.

Another point not to be overlooked is the problem of ice in the harbor during the winter. By having these breakwaters built as islands there should be less of an ice problem than if they were attached to land at one end.

## SUMMATION

This is an idea whose time has come. Rockland needs this. It would do wonders for waterfront development. We have already seen the future direction of a considerable part of the waterfront in the development of marinas and many more moorings in the harbor in recent years. It would also greatly aid the commercial vessels operating out of the harbor. Vessels of all sorts require a safe haven where the owners can leave their craft without risk of storm loss.

More water craft will be attracted to Rockland and more will become based here, which can only help the economic picture of Rockland.

In order for this project to succeed it must be studied and planned correctly. I would urge that the first step would be to present a proposal to the Army Corps of Engineers.

Douglas K. Lee, Rockland, Maine, 1995

EXPLORED WIND DIRECTIONS IN ROCKLAND HARBOR

ROCKLAND HARBOR

MONROE ISLAND

HEAD BAY

EAST WIND

HURRICANE WIND

SOUTH WIND

Scale: 1 mile, 1/2 mile, 1/4 mile, 1/8 mile, 1/16 mile, 1/32 mile, 1/64 mile, 1/128 mile, 1/256 mile, 1/512 mile, 1/1024 mile, 1/2048 mile, 1/4096 mile, 1/8192 mile, 1/16384 mile, 1/32768 mile, 1/65536 mile, 1/131072 mile, 1/262144 mile, 1/524288 mile, 1/1048576 mile, 1/2097152 mile, 1/4194304 mile, 1/8388608 mile, 1/16777216 mile, 1/33554432 mile, 1/67108864 mile, 1/134217728 mile, 1/268435456 mile, 1/536870912 mile, 1/1073741824 mile, 1/2147483648 mile, 1/4294967296 mile, 1/8589934592 mile, 1/17179869184 mile, 1/34359738368 mile, 1/68719476736 mile, 1/137438953472 mile, 1/274877906944 mile, 1/549755813888 mile, 1/1099511627776 mile, 1/2199023255552 mile, 1/4398046511104 mile, 1/8796093022208 mile, 1/17592186044416 mile, 1/35184372088832 mile, 1/70368744177664 mile, 1/140737488355328 mile, 1/281474976710656 mile, 1/562949953421312 mile, 1/1125899906842624 mile, 1/2251799813685248 mile, 1/4503599627370496 mile, 1/9007199254740992 mile, 1/18014398509481984 mile, 1/36028797018963968 mile, 1/72057594037927936 mile, 1/144115188075855872 mile, 1/288230376151711744 mile, 1/576460752303423488 mile, 1/1152921504606846976 mile, 1/2305843009213693952 mile, 1/4611686018427387904 mile, 1/9223372036854775808 mile, 1/18446744073709551616 mile, 1/36893488147419103232 mile, 1/73786976294838206464 mile, 1/147573952589676412928 mile, 1/295147905179352825856 mile, 1/590295810358705651712 mile, 1/1180591620717411303424 mile, 1/2361183241434822606848 mile, 1/4722366482869645213696 mile, 1/9444732965739290427392 mile, 1/18889465931478580854784 mile, 1/37778931862957161709568 mile, 1/75557863725914323419136 mile, 1/151115727451828646838272 mile, 1/302231454903657293676544 mile, 1/604462909807314587353088 mile, 1/1208925819614629174706176 mile, 1/2417851639229258349412352 mile, 1/4835703278458516698824704 mile, 1/9671406556917033397649408 mile, 1/19342813113834066795298816 mile, 1/38685626227668133590597632 mile, 1/77371252455336267181195264 mile, 1/154742504910672534362390528 mile, 1/309485009821345068724781056 mile, 1/618970019642690137449562112 mile, 1/1237940039285380274899124224 mile, 1/2475880078570760549798248448 mile, 1/4951760157141521099596496896 mile, 1/9903520314283042199192993792 mile, 1/19807040628566084398385987584 mile, 1/39614081257132168796771975168 mile, 1/79228162514264337593543950336 mile, 1/158456325028528675187087900672 mile, 1/316912650057057350374175801344 mile, 1/633825300114114700748351602688 mile, 1/1267650600228229401496703205376 mile, 1/2535301200456458802993406410752 mile, 1/5070602400912917605986812821504 mile, 1/10141204801825835211973625643008 mile, 1/20282409603651670423947251286016 mile, 1/40564819207303340847894502572032 mile, 1/81129638414606681695789005144064 mile, 1/162259276829213363391578010288128 mile, 1/324518553658426726783156020576256 mile, 1/649037107316853453566312041152512 mile, 1/1298074214633706907132624082305024 mile, 1/2596148429267413814265248164610048 mile, 1/5192296858534827628530496329220096 mile, 1/10384593717069655257060992658440192 mile, 1/20769187434139310514121985316880384 mile, 1/41538374868278621028243970633760768 mile, 1/83076749736557242056487941267521536 mile, 1/166153499473114484112975882535043072 mile, 1/332306998946228968225951765070086144 mile, 1/664613997892457936451903530140172288 mile, 1/1329227995784915872903807060280344576 mile, 1/2658455991569831745807614120560689152 mile, 1/5316911983139663491615228241121378304 mile, 1/10633823966279326983230456482242756608 mile, 1/21267647932558653966460912964485513216 mile, 1/42535295865117307932921825928971026432 mile, 1/85070591730234615865843651857942052864 mile, 1/170141183460469231731687303715884105728 mile, 1/340282366920938463463374607431768211456 mile, 1/680564733841876926926749214863536422912 mile, 1/1361129467683753853853498429727072845824 mile, 1/2722258935367507707706996859454145691648 mile, 1/5444517870735015415413993718908291383296 mile, 1/10889035741470030830827987437816582766592 mile, 1/21778071482940061661655974875633165533184 mile, 1/43556142965880123323311949751266331066368 mile, 1/87112285931760246646623899502532662132736 mile, 1/174224571863520493293247799005065324265472 mile, 1/348449143727040986586495598010130648530944 mile, 1/696898287454081973172991196020261297061888 mile, 1/1393796574908163946345982392040522594123776 mile, 1/2787593149816327892691964784081045188247552 mile, 1/5575186299632655785383929568162090376495104 mile, 1/111503725992653115707678591363241807

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# ILLUSTRATION FROM THE SHORE VILLAGE STORY

## PAGE 337

SKETCH OF  
**ROCKLAND, HARBOR MAINE**  
 SHOWING THE SITES AND PLANS OF THE PROPOSED BREAKWATERS  
 AS DETERMINED BY A SPECIAL SURVEY  
 Made in 1880 under the direction of  
 LTJ. LUDWIG, GENERAL DEPT. THOM, CHIEF OF ENGINEERS.

Scale of Feet.  
 0 100 200 300 400 500 600 700 800 900 1000

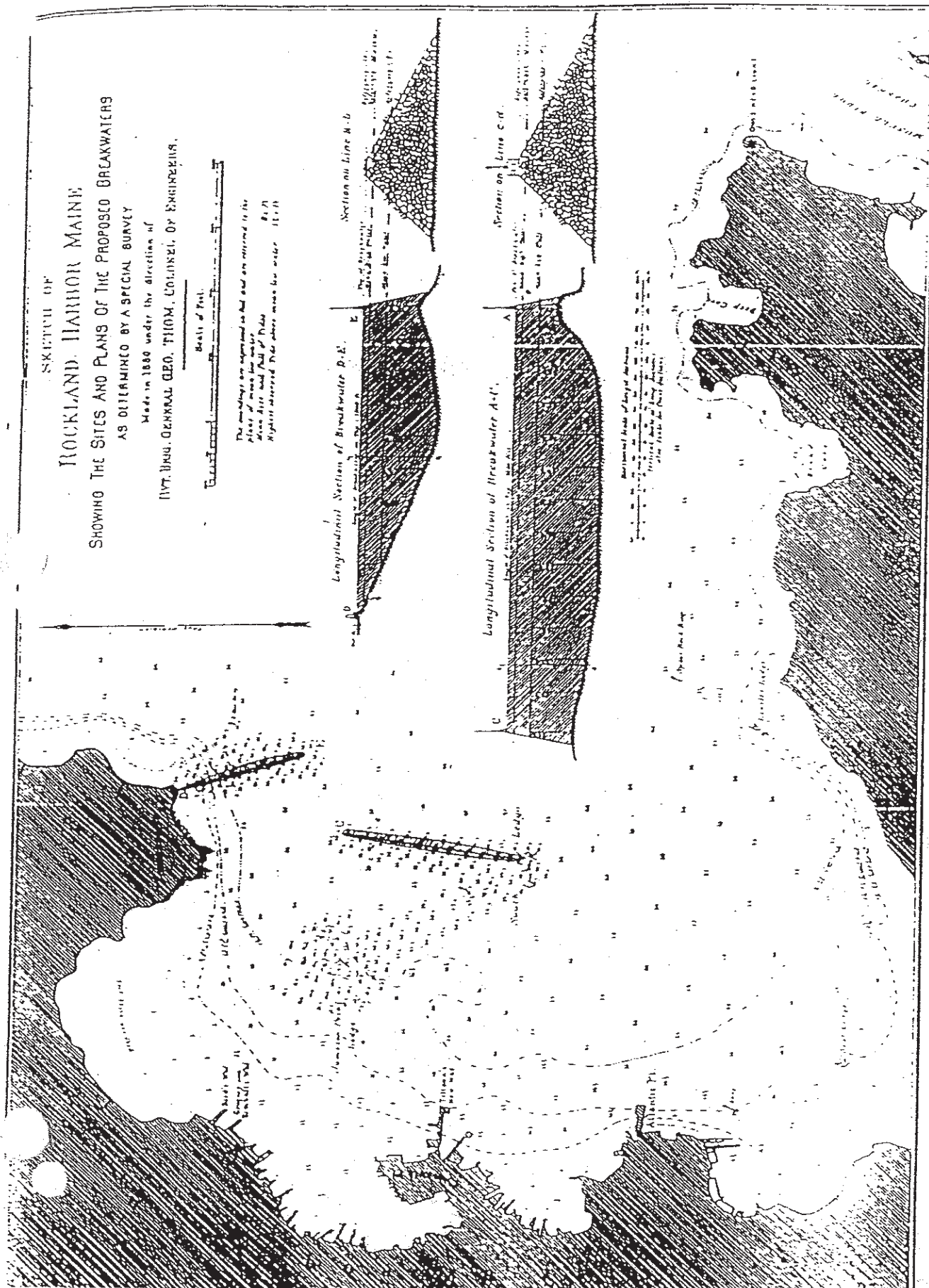
The soundings are indicated on the plan and are referred to the  
 plane of mean low water.  
 Mean High and Low of Tides  
 Higher observed tide above mean low water 11.0



This Army Engineers' plan for the Rockland Breakwater shows the proposed locations of a two-walled breakwater. The portion marked A-C was never started. The portion from Jameson Point marked D-E was extended from its planned 1900 feet to 4,346 feet and is the present Rockland Breakwater. The shape of the breakwater under water is shown by the drawings at right above.

# ILLUSTRATION FROM THE SHORE VILLAGE STORY

## PAGE 337



This Army Engineers' plan for the Rockland Breakwater shows the proposed locations of a two-walled breakwater. The portion marked A-C was never started. The portion from Jameson Point marked D-E was extended from its planned 1900 feet to 4,346 feet and is the present Rockland Breakwater. The shape of the breakwater under water is shown by the drawings at right above.

